
Deliberate Planning

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Deliberate Planning

References: Joint Pub 0-2, *Unified Action Armed Forces (UNAAF)*
Joint Pub 5-0, *Doctrine for Planning Joint Operations*
CJCSM 3122.01, *Joint Operation Planning and Execution System (JOPES) Volume I, Planning Policies and Procedures*
CJCSM 3122.02A, *Crisis Action Time-Phased Force and Deployment Data Development and Deployment Execution*
CJCSM 3122.03A, *Joint Operation Planning and Execution System (JOPES) Volume II (w/Change 1), Planning Formats and Guidance*
CJCSM 3122.04A, *Joint Operation Planning and Execution System (JOPES) Volume II, Supplemental Planning Formats and Guidance (classified)*

400. INTRODUCTION

a. Joint Pub 1-02, *Department of Defense Dictionary of Military and Associated Terms*), defines the joint operation planning process as follows:

“A coordinated joint staff procedure used by a commander to determine the best method of accomplishing assigned tasks and to direct the action necessary to accomplish the mission.”

The particular procedures used in joint planning depend on the time available to accomplish them. When time is not a critical factor, planners use a process called peacetime or deliberate planning. When the time available for planning is short and the near-term result is expected to be an actual deployment and/or employment of military forces, the planner uses crisis action planning (CAP) procedures. The overall procedures are the same for both deliberate and crisis action planning:

- receive and analyze the task to be accomplished
- review the enemy situation and begin to collect necessary intelligence
- develop and compare courses of action
- select a course of action (COA)
- develop and get approval for the selected COA
- prepare a plan
- then document the plan

b. The next section of this chapter introduces the entire process of joint operation planning to give an overview of the planning problem. The remaining sections describe deliberate planning procedures. Deliberate planning is discussed from the receipt of the assigned task to the development of a detailed transportation schedule of personnel, materiel, and resupply into the theater of military operations. The chapter also describes the procedures for maintaining the accuracy of plan data. The phases and steps of the planning process are presented as sequential and orderly, though in actual practice procedures may vary considerably. Some of the steps may overlap, some may be undertaken simultaneously, and some are iterative.

401. THE PROCESS OF JOINT OPERATION PLANNING

a. Five manuals guide combatant command planning. CJCSM 3113.01A guides the development of the Theater Engagement Plan (TEP) while the four other manuals comprise the JCS-published Joint Operation Planning and Execution System (JOPES) that guides the overall process of joint operation planning. These manuals are depicted in Figure 4-1.

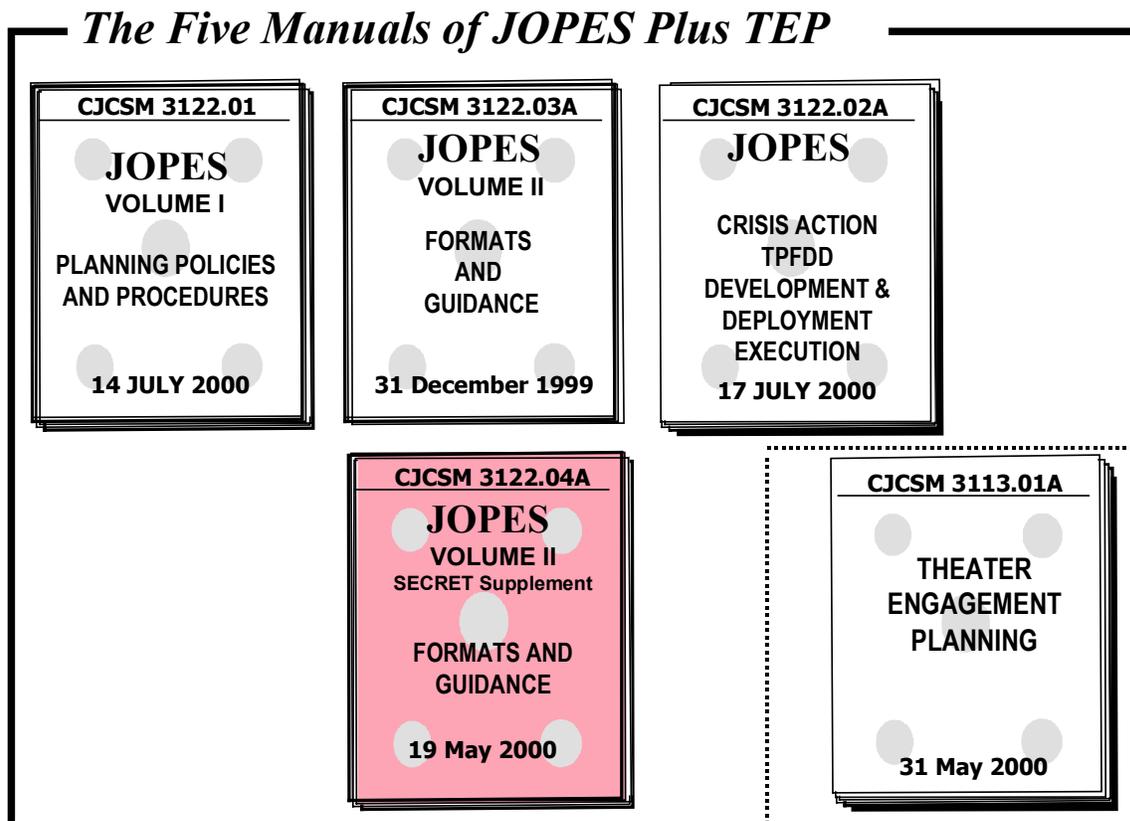


Figure 4-1

b. The staff of a combatant command must consider many factors in its planning in order to select the best means of performing a military mission. Understandably, this means that the planning process will be complex; out of necessity the process must be orderly and thorough. The joint operation planning process must be flexible, as well. In peacetime, the deliberate planning process requires 18 to 24 months to completely prepare and fully coordinate/review a plan; on the other hand, a crisis may demand a product in just a few hours or days.

c. The amount of time available significantly influences the planning process. Although two different planning methods are described in the manuals, there is a high degree of similarity between them. Both methods are depicted graphically in **Figure 4-2**.

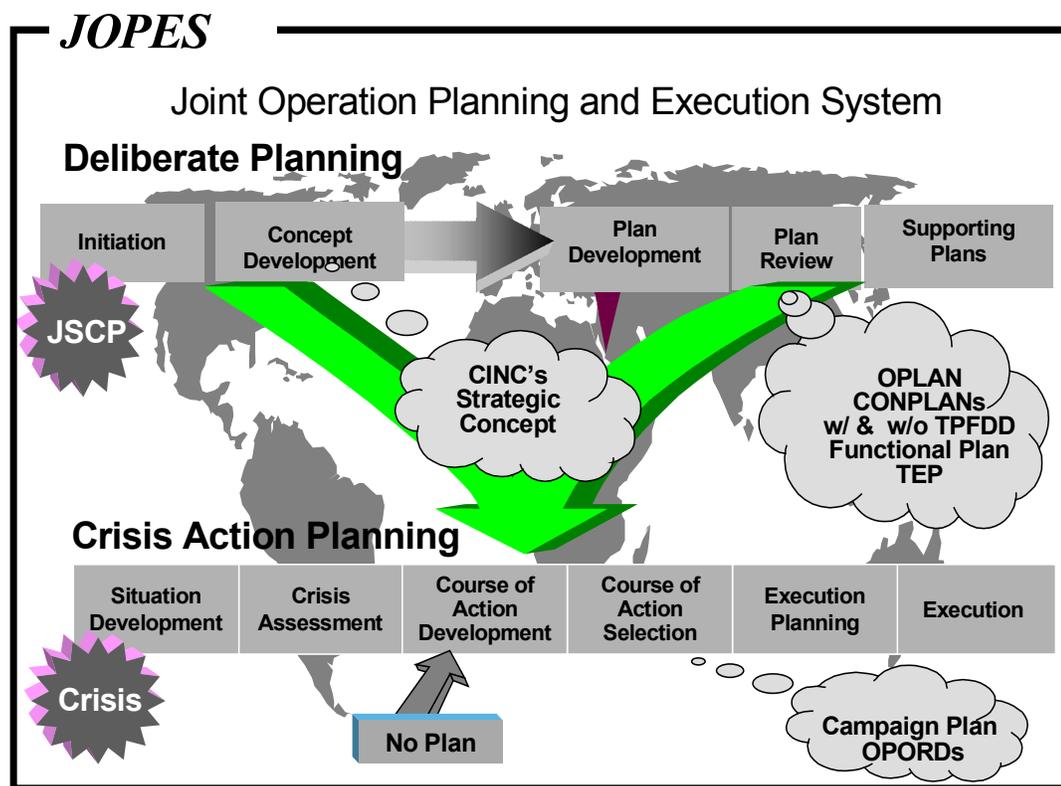
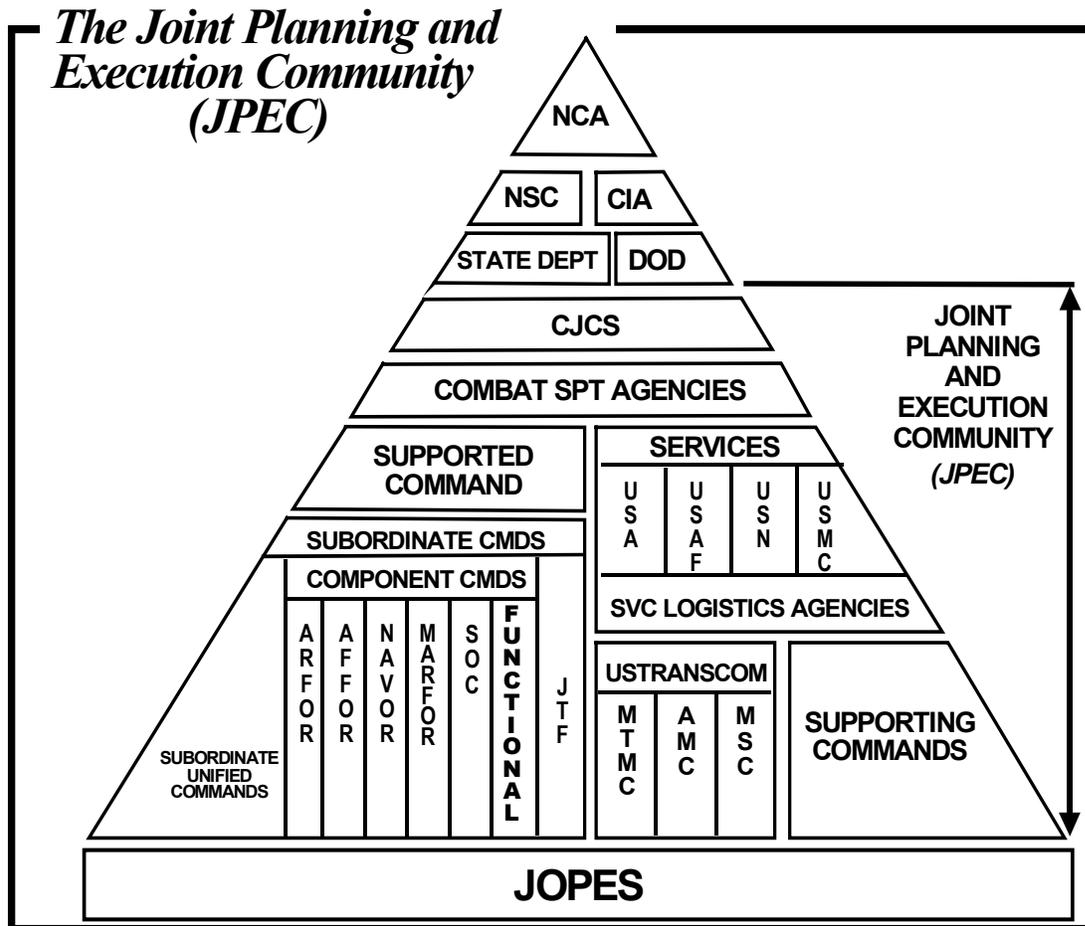


Figure 4-2

(1) PEACETIME or DELIBERATE PLANNING is the process used when time permits the total participation of the Joint Planning and Execution Community (JPEC) (Figure 4-3). Development of the plan, coordination among supporting commanders, agencies, and Services, reviews by the Joint Staff, and conferences of JPEC members can take many months, possibly the entire two-year planning cycle. To develop a large plan, JOPES Automated Data Processing (ADP) improvements are expected to reduce the time required.



(2) TIME-SENSITIVE or CRISIS ACTION PLANNING (CAP) is conducted in response to a crisis where U.S. interests are threatened and a military response is being considered by the National Command Authorities (NCA). While deliberate planning is conducted in anticipation of future hypothetical contingencies where prudence drives a planning requirement, CAP is carried out in response to specific situations as they occur and develop rapidly. Thus, in CAP, the time available for planning is reduced to as little as a few days. The overall process of CAP parallels that of deliberate planning, but is much more flexible to accommodate requirements to respond to changing events and NCA requirements. CAP procedures promote the logical, rapid flow of information, timely preparation of executable courses of action (COAs), and communication of reports and recommendations from combatant commanders up to the NCA and decisions from the NCA down to the combatant commanders.

(3) Both deliberate and crisis action planning are conducted within JOPEs. Procedures for deliberate planning are described in CJCSM 3122.01 (JOPEs Volume I) while CAP is described in CJCSM 3122.02A. The detailed administrative and format

requirements for documenting the annexes, appendixes, etc. of OPLANs, CONPLANs, and functional plans, the products of deliberate planning, are described in CJCSM 3122.03A JOPES Volume II, and CJCSM 3122.04A. The purpose of JOPES is to bring both deliberate and crisis action planning into a single system architecture, thereby reducing the time required to do either, making the refined results of deliberate planning more readily accessible to planners in CAP, and allowing the more effective management of any plan during execution.

d. The view of resources is another method of describing joint operation planning.

(1) Requirements planning focuses on the combatant commander's analysis of the enemy threat and assigned task. The planned response determines the level of forces and the support needed to overcome that threat. These required forces and supplies may be more than the level of available resources.

(2) On the other hand, capabilities planning attempts to meet the threat based on the forces and support that have been funded by Congress in the current budget cycle. Planning is conducted with the available level of forces, equipment, and supplies or those expected to be available during the planning cycle.

(3) Military solutions may be constrained; a course of action may be limited by available resources or political and diplomatic considerations. Continuing an established trend, the JPEC is moving ever more toward capabilities planning in the post-cold-war era of less explicitly defined and more diverse threats. The Pentagon's Quadrennial Defense Review (QDR) is an examination of threats to the national security, an evaluation of defense strategy, and the determination of the force structure required to meet the threats to U.S. interests (See **Figure 4-4**).

(4) The shift from the cold-war focus on global plans to a regional focus for deliberate planning has increased the flexibility in apportionment of available combat forces. Anticipation of multiple regional contingencies within the framework of adaptive planning allows effective apportionment of some combat forces to more than one CINC for contingency planning, depending on national priorities and the sequence in which regional contingencies develop. Apportioning supplies is more difficult, but progress continues toward developing capabilities in JOPES to create contingency plans that account for anticipated sustainment availability.

e. Still another way to define planning focuses on command perspective.

(1) Strategic, global planning is done primarily at the JCS/NCA level. Decision-makers look at the entire world situation as it affects, or is affected by, the use of U.S. military forces.

(2) In regional planning, combatant commanders focus on their specific geographic regions as defined in the *Unified Command Plan* (UCP).

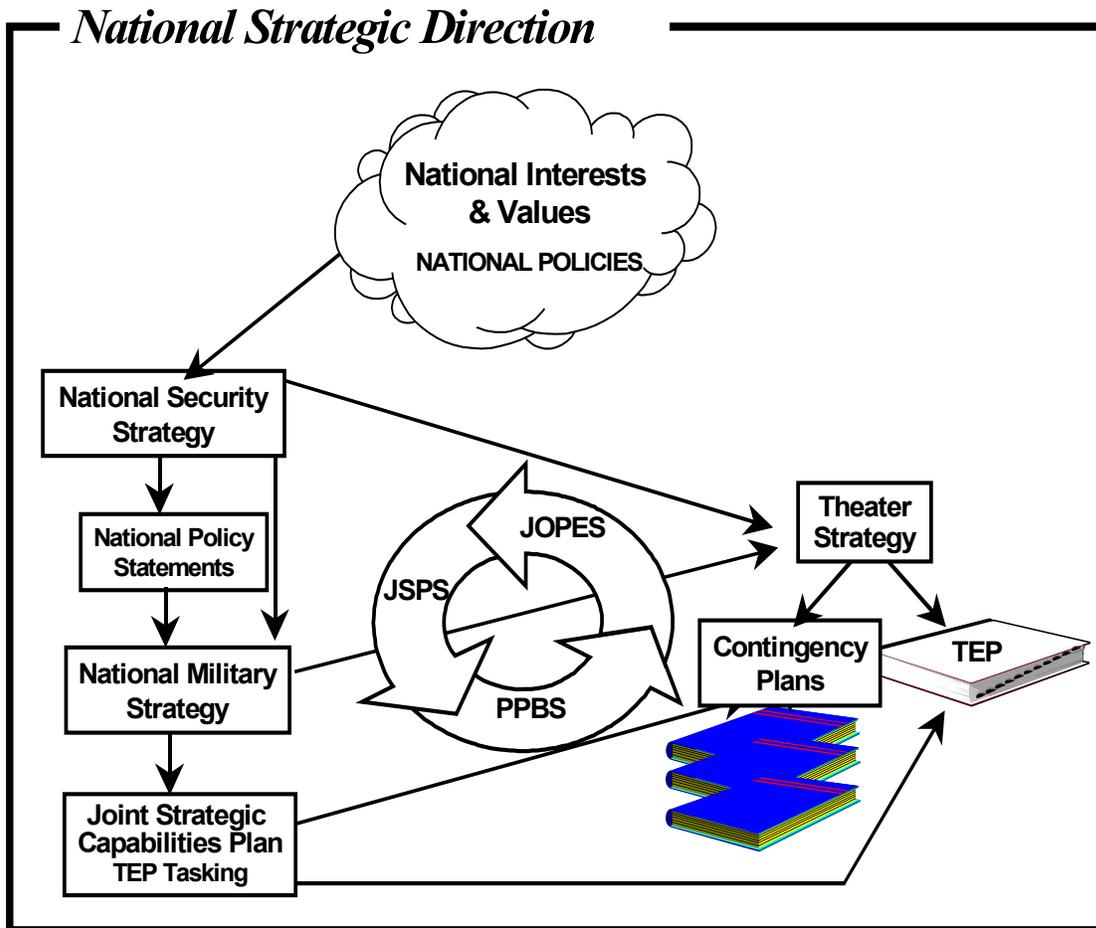


Figure 4-4

(3) Functional planning is conducted by combatant commanders with functional responsibilities, i.e., USSPACECOM, USSTRATCOM, USSOCOM, and USTRANSCOM, and their component commanders. Their view of the planning problem is not limited by geography.

(4) The perspective of the combatant command greatly influences both the choice of course of action and the resources made available for planning. Strategic planning for possible sequential or concurrent execution of more than one operation outweighs the regional perspective of any single commander. Likewise, functional planning is subordinate to each supported CINC's concept for the particular theater of operations in order to support that concept.

e. Finally, joint operation planning can be described in terms of its contribution to a larger purpose.

(1) Campaign planning takes a comprehensive view of the combatant commander's theater of operations and defines the framework within which plans fit. Campaign planning encompasses both the deliberate and crisis action planning processes, thereby giving a common purpose and objective to a series of plans (see **Figure 4-5**).

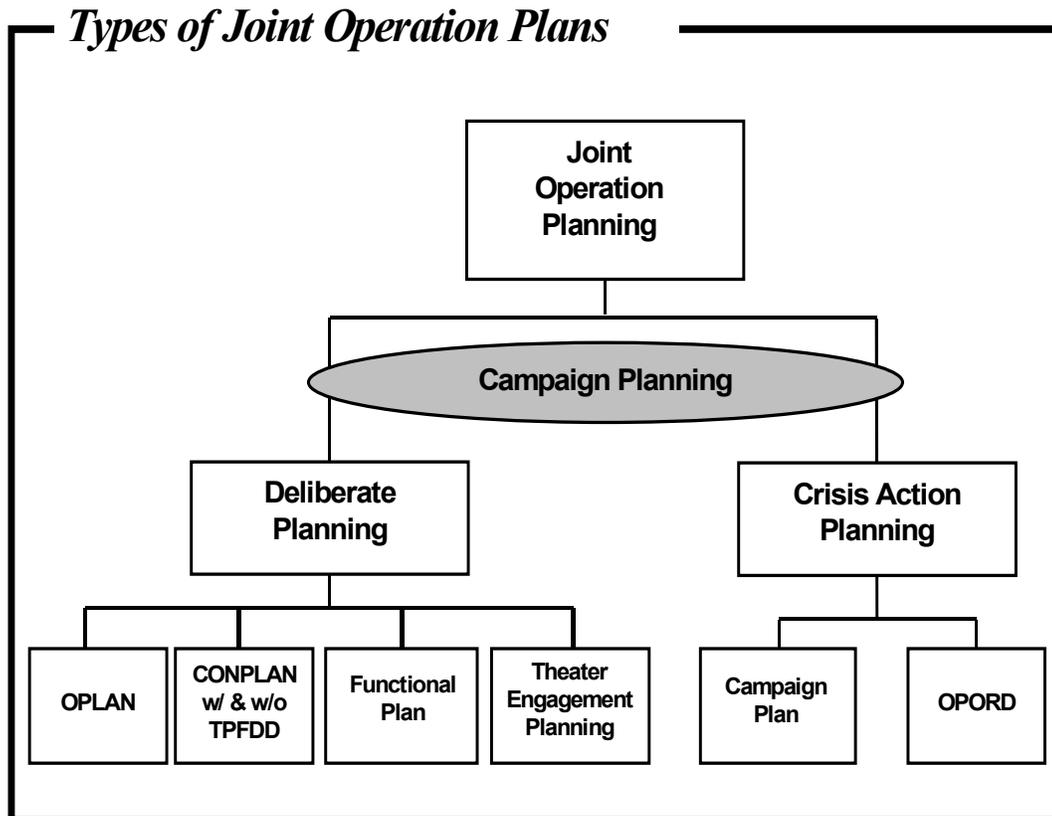


Figure 4-5

- Designing campaigns represents the art of linking major operations, battles, and engagements in an operational design to accomplish theater strategic objectives. Theater campaigns are conducted in theaters of war and subordinate campaigns in theaters of operations; they are based on the Commander's Estimate and theater strategic estimate and resulting theater strategies. "Campaigns of the U.S. Armed Forces are joint; they serve as the unifying focus for our conduct of warfare. Modern warfighting requires a common frame of reference within which operations on land and sea, undersea, and in the air and space are integrated and harmonized; that frame of reference is the joint campaign. As such, the joint campaign is a powerful concept that requires the fullest understanding by leaders of the U.S. Armed Forces." (Joint Pub 1, *Joint Warfare of the U.S. Armed Forces*)

- Combatant commanders translate national and theater strategy into strategic and operational concepts by developing theater campaign plans. The campaign plan embodies the combatant commander's strategic vision of the arrangement of related operations necessary to attain theater strategic objectives. If the scope of contemplated operations requires it, campaign planning begins with or during deliberate planning. It continues through crisis action planning, thus unifying both planning processes. Campaign planning is done in crisis or conflict, but the basis and framework for successful campaigns is laid by peacetime analysis, planning, and exercises (Joint Pub 5-0). To the extent possible, plans should incorporate the following concepts of joint operation (campaign) planning doctrine:

- Combatant commander's strategic intent and operational focus
- Orientation on the strategic and operational centers of gravity of the threat
- Protection of friendly strategic and operational centers of gravity
- Phasing of operations (such as prehostilities, lodgment, decisive combat and stabilization, follow-through, and post-hostilities/redeployment), including the commander's intent for each phase

(2) A successful contingency plan involves a wide spectrum of operations. Each element within the spectrum requires special consideration:

- mobilization planning details the activation of Reserve forces as well as assembling and organizing personnel, supplies, and materiel to bring all or part of the Armed Forces to a state of readiness for war or other national emergency;
- deployment planning encompasses all activities involved in moving forces and materiel from origin or home station to destination, including intra-CONUS, intertheater, and intratheater movement legs, and movement through staging areas and holding areas;
- employment planning describes the theater use of combat forces; and
- sustainment planning involves the logistics support of combat forces.

(3) This guide outlines the entire environment of joint operations and focuses on deployment, with emphasis on the strategic mobility problem. Deployment planning has been the focus of real-world planning efforts in the past and remains so. As JOPES evolves, new ADP applications will be integrated to make possible much more refined mobilization, employment, and sustainment planning.

402. DELIBERATE PLANNING

a. To draw from the many categories we have identified, this chapter describes the planning procedures for

- developing a plan of military action in a hostile environment
- prepared by a CINC with a regional perspective
- by a staff in peacetime conditions when combat action is not imminent
- using currently available U.S. capabilities measured in armed forces, transportation, and supplies and
- emphasizing the strategic deployment of those forces, equipment, and supplies based on the CINC's concept of operations.

b. This chapter discusses the deliberate planning process to build a contingency plan for military action. The plan is based on predicted conditions that will be countered with resources available during the planning cycle. The product is called an operation plan that can be either an OPLAN, CONPLAN, or Functional Plan, depending on the level of detail that is included. Regardless of the type of plan developed, there are several characteristics common to all plans as shown in **Figure 4-6**.

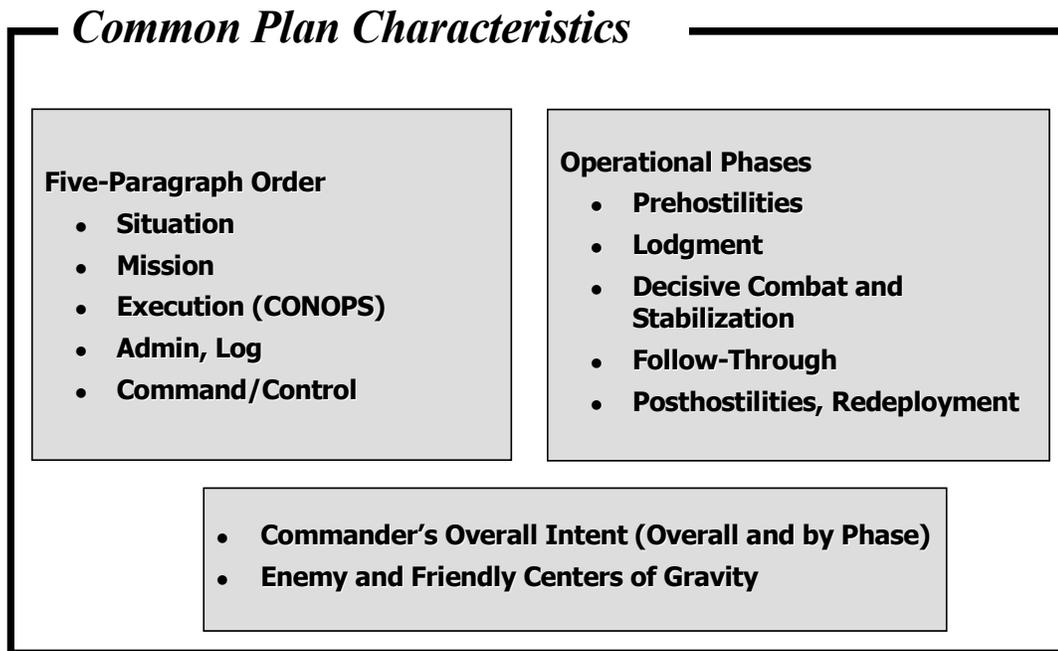


Figure 4-6

c. Automated Data Processing (ADP) support is essential to the process of creating and maintaining a plan's database of forces and resources. A plan's database will include

- the many available types of combat and support units, described in terms of numbers of passengers and weight and volume of cargo,
- the calculation of the vast quantities of specific sustaining supplies needed in each of the various phases of the operation,
- and the simulated deployment of troops and support from their starting locations to test the feasibility of the plan's concept of operations.

403. SUMMARY OF THE PLANNING CYCLE

a. The process of joint deliberate planning is cyclic and continuous. It begins when a task is assigned and is almost identical whether the resulting operation plan is a fully developed OPLAN, CONPLAN, or Functional Plan. Operation plans remain in effect until canceled or superseded by another approved plan. While in effect they are continuously maintained and updated.

b. **Task assignment.** The CJCS is responsible for preparing strategic plans and providing for the preparation of joint contingency plans. Strategic planning was discussed in Chapter 3; the contingency planning responsibility of CJCS is performed through the commanders in chief of combatant commands (CINCs). The task-assigning directive performs several functions: it apportions major combat forces available for planning, and specifies the product document, i.e., an OPLAN, CONPLAN, or Functional Plan, and the review and approval authority for the plan. With this the CINC has the scope of the plan, its format, and the amount of detail that must go into its preparation. **Figures 4-7 through 4-10** show an overview of each of the four types of plans that can be developed by a combatant command.

c. **Developing the concept.** In response to the task assignment, the supported CINC first determines a mission statement and then develops a fully staffed concept of envisioned operations documented in the CINC's Strategic Concept. The CINC's Strategic Concept is submitted to the CJCS for review and, when approved, becomes the concept of operations on which further plan development is based. The concept is also sent to subordinate and supporting commanders, who can then begin the detailed planning associated with plan development.

d. **Developing the detailed plan.** Subordinate commanders use the CINC's concept and the apportioned major combat forces as the basis to determine the necessary support, including forces and sustaining supplies for the operation. The CINC consolidates the subordinates' recommended phasing of forces and support and performs a transportation analysis of their movement to destination to ensure that the entire plan can feasibly be executed as envisioned. Next, the Services identify real-world units to take

Operation Plan (OPLAN)

When prepared:

- when situations are sufficiently critical to national security that detailed prior planning is required
- when the situation would tax total resources made available for planning

All annexes are required

Figure 4-7

Concept Plan (CONPLAN) *[with or without TPFDD]*

When prepared:

- for a contingency not sufficiently critical to national security to require detailed prior planning
- when probability of occurrence in JSCP time frame is low
- when planning flexibility is desired

Requires Annexes:

- | | |
|------------------------|------------------------------------|
| A. Task Org | J. Command Relationships |
| B. Intelligence | K. C4I |
| C. Operations | V. Interagency Coordination |
| D. Logistics | Z. Distribution |

Figure 4-8

Functional Plan (FUNCPLAN)

When prepared:

- when operations are anticipated that involve the conduct of military operations in a peacetime or nonhostile environment
- for specific functions or discrete tasks (e.g., nuclear weapon recovery or evacuation, intratheater logistics communications, continuity of operations)
- for “functional peacetime operations,” such as disaster relief, humanitarian assistance and counterdrug or peacekeeping operations

Requires Annexes:

- | | |
|-----------------|-----------------------------|
| A. Task Org | J. Command Relationships |
| B. Intelligence | K. C4I |
| C. Operations | V. Interagency Coordination |
| D. Logistics | Z. Distribution |

Figure 4-9

Theater Engagement Plan

- **Engagement:** All military activities involving other nations intended to shape the regional security environment in peacetime
- Published annually, covers current year plus 7 following (8 years total)
- **Possible engagement activities:** operational activities, military contacts, combined exercises/training/education,
- security/humanitarian assistance
- **Seven TEPs:** JFCOM, CENTCOM, EUCOM, PACOM, SOUTHCOM, Russia, Mexico

Figure 4-10

part in the planned operation, and the sustainment to meet requirements is identified as much as possible. USTRANSCOM, a supporting command, analyzes strategic sea and air transportation. **Figure 4-11** illustrates the overall process of this phase:

- determine the forces and cargo required to be moved
- describe them in logistical terms (numbers of personnel, volume, and weight)
- simulate the move using the capabilities of apportioned lift resources
- and, finally, confirm that the OPLAN is transportation feasible

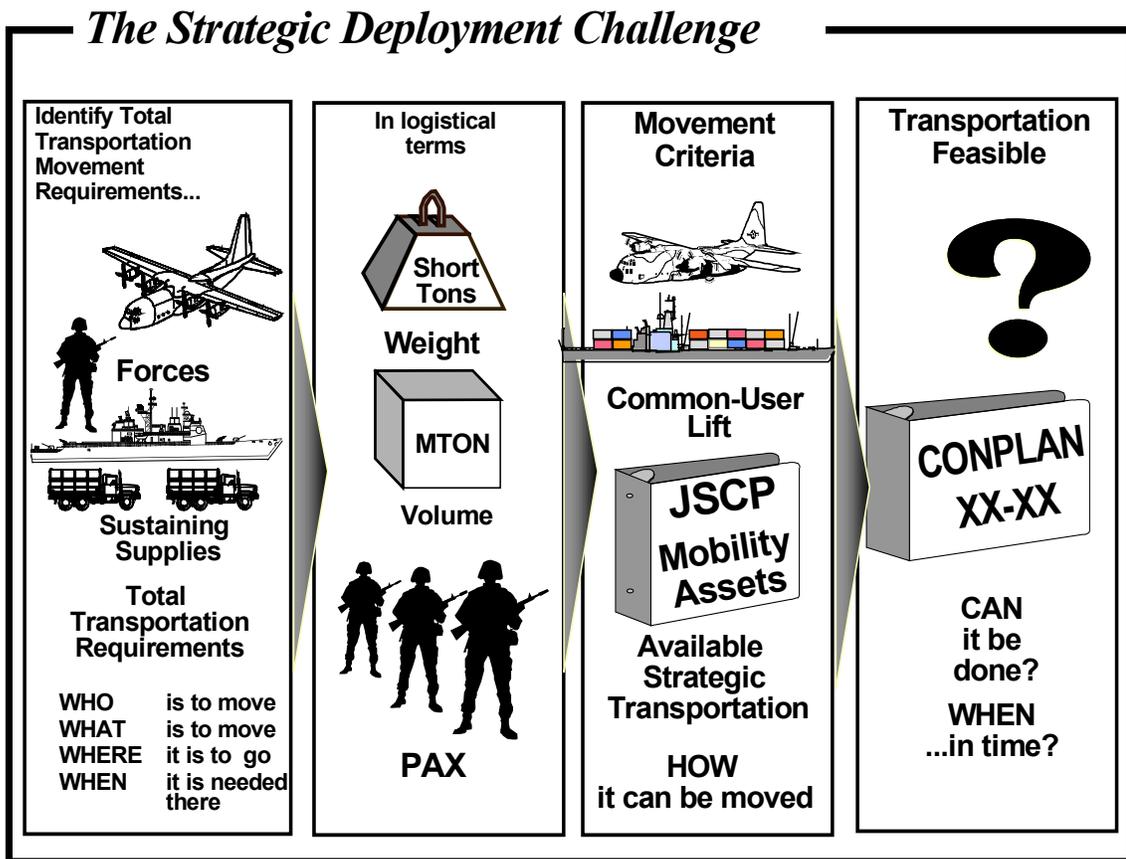


Figure 4-11

This planning phase is over when documentation is prepared for final review.

e. **Review of the plan.** The review process is more than a single phase in deliberate planning. The Joint Staff has reviewed and approved the CINC's Strategic Concept before detailed plan development. Now the completed plan goes to CJCS for review and approval. If all is in order, the plan will be approved (effective for execution, when directed). **Figure 4-12** illustrates the review sequence.

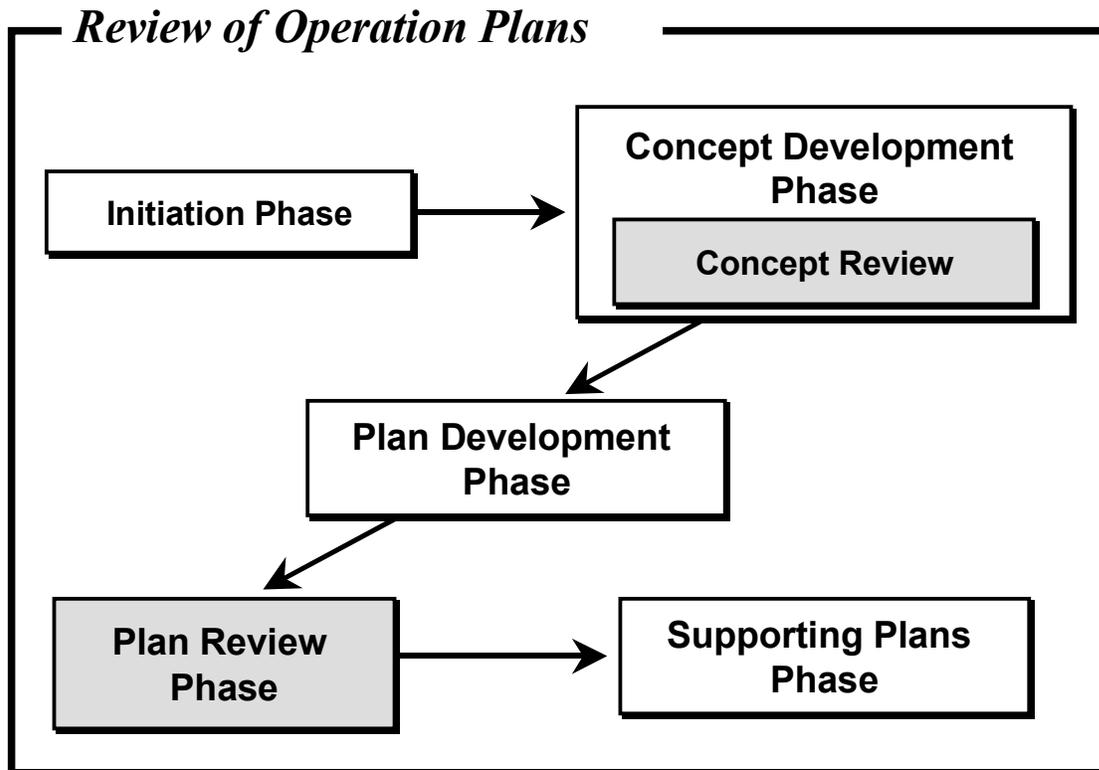


Figure 4-12

f. **Preparation of the supporting plans.** The emphasis here shifts to the subordinate and supporting commanders, who respond to the tasks identified in the approved operation plan by preparing supporting plans that outline the actions of assigned and augmenting forces.

404. BASIS FOR MILITARY PLANNING

a. The process of planning a joint operation produces a contingency plan for military action. It begins with a national strategy stated by the President, supported with the funding of resources by Congress, and is defined by the task assignments published by CJCS. The systems that support the translation of national interests into contingency plans are discussed in detail in Chapter 5.

b. Players in the planning process are illustrated in **Figure 4-3** (repeated below for clarity during a discussion of the JPEC). They include the NCA, their advisers, supporting executive-level agencies, and a group collectively called the Joint Planning and Execution Community (JPEC). The JPEC is defined in Joint Pub 1-02 as the commands and agencies involved in the training, preparation, movement, employment, support, and sustainment of forces in a theater of operations. Examples of those organizations are

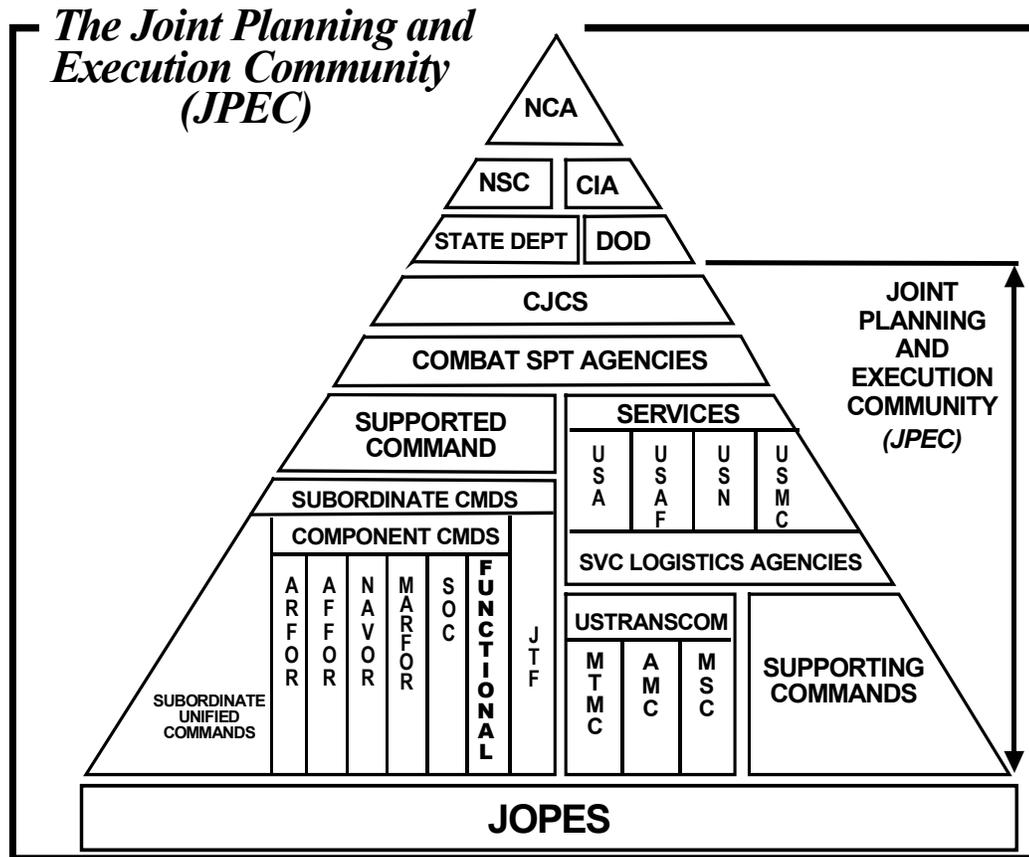


Figure 4-3

listed in the definition and include those shown on the lower part of **Figure 4-3**, i.e., CJCS, supported commanders, etc.

(1) Civilian leadership tops the pyramid in **Figure 4-3**. The ultimate decision on national policy, detailed development of resource levels, and overall strategic direction of the U.S. Armed Forces is given by the President and Secretary of Defense, referred to as the National Command Authorities (NCA). The NCA are supported by the executive departments, e.g., Departments of Defense and State, and organizations within the Office of the President, such as the National Security Council. The illustration also includes combat support agencies, e.g., Defense Intelligence Agency, National Imagery and Mapping Agency, and Defense Logistics Agency. All these executive-level organizations have a role to play in the preliminary direction of contingency operations and approval of the final plans.

(2) CJCS and the Joint Staff, who publish the task-assigning documents, review the products and approve the final version of peacetime plans. The supported command, i.e., the combatant command, and its subordinates are the commands principally responsible for developing the deliberate plan and, ultimately, executing it. The Services and

their logistics agencies play key support roles within the community. By law, it is the responsibility of the Services to recruit, organize, supply, equip, train, and maintain forces for the combatant commands. The U.S. Transportation Command is shown separately as a supporting player in the JPEC because of its strategic mobility responsibilities and its critical role in assisting the CINCs to develop transportationally feasible plans. The last entry on the figure is titled “Supporting Commands”; it represents all the commands and agencies that supply resources to the supported command.

c. The Joint Operation Planning and Execution System (JOPES) details an established, orderly way of translating the contingency planning task assignments into an Operation Plan or Functional Plan in deliberate planning, or an operation order in crisis action planning. JOPES is directed by DOD to be used as the process for joint planning. JOPES is comprehensive enough to thoroughly prepare a concept of military operations and automated enough to handle the enormous quantities of data involved in military operation planning. The modern computer tools it employs afford reasonable assurance that the plan will work as expected on execution or can be modified during execution to adapt to changing circumstances. The overall system is complex and is best understood through examination of both the process and procedures that make it up.

(1) The process is a particular method of planning for joint operations that involves a number of steps or operations. It is the planning activity from receipt of the task to the preparation of supporting plans by subordinate and supporting commanders. The joint planning process for both deliberate and crisis action planning is described in the references identified at the beginning of this chapter and paragraph 401.a (3).

(2) The procedures are the individual, often interrelated, steps, actions, or methods performed to produce the plan. Each level of command responsible for writing plans may have developed its own procedures to expand or augment JOPES direction. These procedures may vary in certain respects from command to command, so newly assigned staff officers need to adjust to the specifics of their own organizations.

(3) Staff officers should keep the difference between process – the method of planning – and procedures – the steps required to use the process – clearly in mind as they become immersed in joint planning. An abundance of detailed procedures accompanies the actual planning process, yet most of the published guidance seems very general. This publication tries to amplify JOPES guidance.

d. Service Planning Systems

(1) The secretaries of the military departments are responsible for the efficiency of the Services and their preparedness for military operations. Given strategic guidance in CJCS documents and program and budget guidance sent through department channels, the military Service chiefs have developed a series of documents that support, direct, and guide component commanders.

(2) The following are some of the documents detailing Service-unique planning systems that have specific application in the development of joint plans:

U.S. Army Publications

FM 34-1, *Intelligence and Electronic Warfare Operations*

FM 100-5, *Operations*

FM 101-5, *Staff Organization and Operations*

U.S. Navy Publications

NWP 11, *Naval Operational Planning*

Navy Capabilities and Mobilization Plan (NCMP)

U.S. Air Force Publications

AF Manual 10-401 *Operation Planning and Concept Development*

USAF War and Mobilization Plan (WMP)

U.S. Marine Corps Publications

FMFM 2-1, *Intelligence*

FMFM 3-1, *Command and Staff Action*

Marine Corps Capabilities Plan (MCP)

Marine Corps Mobilization Management Plan (MPLAN)

U.S. Coast Guard Publications

USCG Capabilities Manual (CG CAPMAN)

USCG Logistic Support and Mobilization Plan (CGLSMP)

(3) The component commanders receive direction and guidance from both the operational chain of command and a Service or functional support chain of command; they are the common link between the two chains. The component commanders support the operational needs of the CINCs to the extent that they are supported through their Service and functional chains of command. The components negotiate the proper balance between requirements planning and capabilities planning.

e. **Adaptive Planning.** Adaptive planning is a concept for joint operation planning in the context of the post-cold-war world. It is the framework within which the deliberate planning process produces operation plans useful to high-level decision-makers if crises develop. It recognizes that with the more diversified threats to U.S. interests since the breakup of the former Soviet Union, fixed assumptions for warning times and political decisions (force movements, reserve callup, mobilization, etc.) used in deliberate planning will likely be less accurate if the contingency that planners anticipate actually occurs. In short, without a single, well-understood, primary foe with global aspirations and capabilities to plan against, the world is a less predictable place. Adaptive planning also recognizes that key decision-makers are more likely to exploit available response time to deter further crisis development if a menu of response options, gauged to a range of crisis conditions, is available for them to implement rather than an all-or-nothing choice. The

“all” would likely be too much and the “nothing” not enough to deter escalation of a crisis early in its development. The Joint Strategic Capabilities Plan (JSCP) requires the CINCs to use adaptive planning principles to develop a menu of options along the spectrum from “all” to “nothing” in their operation plans for regional contingencies, including flexible deterrent options, deploy-decisive-force options, and counterattack options. JSCP force apportionment facilitates development of this range of options by apportioning some forces to more than one CINC for deliberate planning. This policy is often referred to as “multi-apportionment.” In anticipation of the need to respond to multiple, sequentially developing regional contingencies, the JSCP also furnishes planning guidance that prioritizes and deconflicts planned employment of forces that are apportioned to more than one CINC.

(1) **Regional focus.** Regional contingencies are the focus of U.S. conventional planning. Anticipated regional contingencies for which deliberate planning is conducted are classified as either Major Theater Wars (MTWs) or Small Scale Contingencies (SSCs). An MTW is a regionally centered crisis based on a significant threat to U.S. vital interests in a region that warrants the deployment of significant forces (i.e., greater than division-wing combinations). An SSC is a regionally centered crisis based on a less compelling threat than in an MTW. SSC missions range from conflict to the lower end of the combat spectrum. Through the JSCP, combatant commanders are assigned tasks of developing Operation Plans or Functional Plans for specific MTWs and SSCs anticipated as future possibilities in their geographic areas of responsibility (AORs).

(2) **Range of options.** The adaptive planning concept calls for development of a range of options during deliberate planning that can be adapted to a crisis as it develops. Where the crisis builds slowly enough to allow it, appropriate responses made in a timely fashion can deter further escalation or even defuse the situation to avoid or limit conflict. Where such options fail to deter or there is not time enough to execute them, a stronger response may be required to protect vital U.S. interests. The eventuality of attack without prior warning must also be considered. **Figure 4-13** amplifies the options discussed.

(a) **Flexible Deterrent Options (FDOs).** FDOs underscore the importance of early response to a crisis. They are deterrence-oriented and carefully tailored to avoid the response dilemma of too much, too soon or too little, too late. Military FDOs are intended to be used in concert with diplomatic, economic, and informational options to give the NCA a wide array of deterrent options integrating all elements of national power. This concept is illustrated in **Figure 4-14**.

(b) All regional operation plans have FDOs, and CINCs plan requests for appropriate diplomatic, economic, and informational options as they develop their plans. Examples of FDOs from all four elements of national power are listed in **Figures 4-15** through **4-18**. In general, plans for FDOs use Active Component, in-place forces of approximately brigade, squadron, or battle group size, intratheater lift assets, and predominantly Active Component support forces.

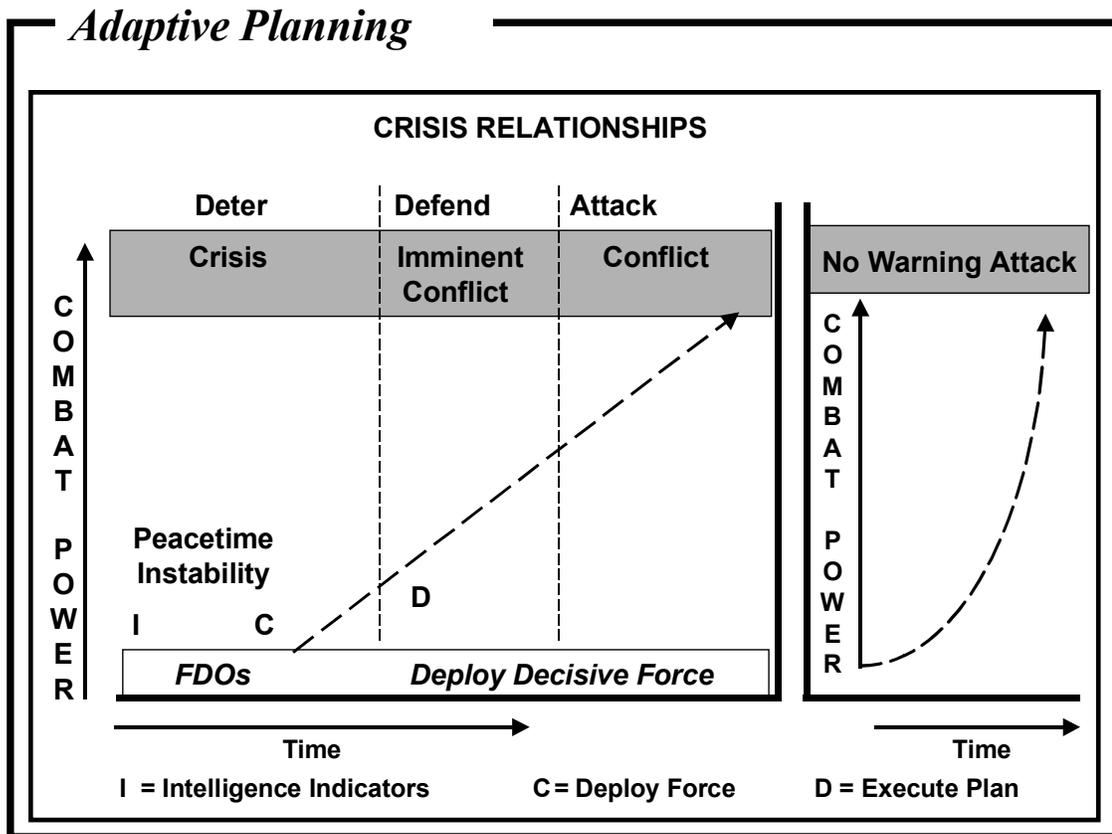


Figure 4-13

(c) **Deploy decisive force.** If decision-makers elect not to make a response to crisis indications, or an adversary is not deterred by FDOs that are executed, CINCs must plan for later actions (less timely from a deterrence perspective) to respond to unambiguous warning. Unambiguous warning occurs when the President decides, based on intelligence he receives, that a hostile government has decided to initiate hostilities. Deploy-decisive-force options involve early deployment of sufficient supportable combat forces, possibly including some Reserve forces, to the crisis region to defend U.S. interests, followed by decisive force to quickly end the conflict on terms favorable to the United States. Deploy-decisive-force options are the focus of deliberate planning. They are the options for which detailed force and resource planning is conducted and for which transportation-feasible TPFDDs are developed for OPLANs/CONPLANs. Though crises for which deploy-decisive-force options are appropriate may still be deterrable, planners assume that deterrence will fail and that conflict will erupt.

(d) **Counterattack.** Crises could begin, of course, with no-warning attacks against U.S. forces or vital interests, or without prior deterrent moves having been made. U.S. force deployments would not begin until after conflict had been initiated. CINCs include concepts for a counterattack option in MTW operation plans for deployment and employment of assigned and apportioned forces to achieve U.S. objectives.

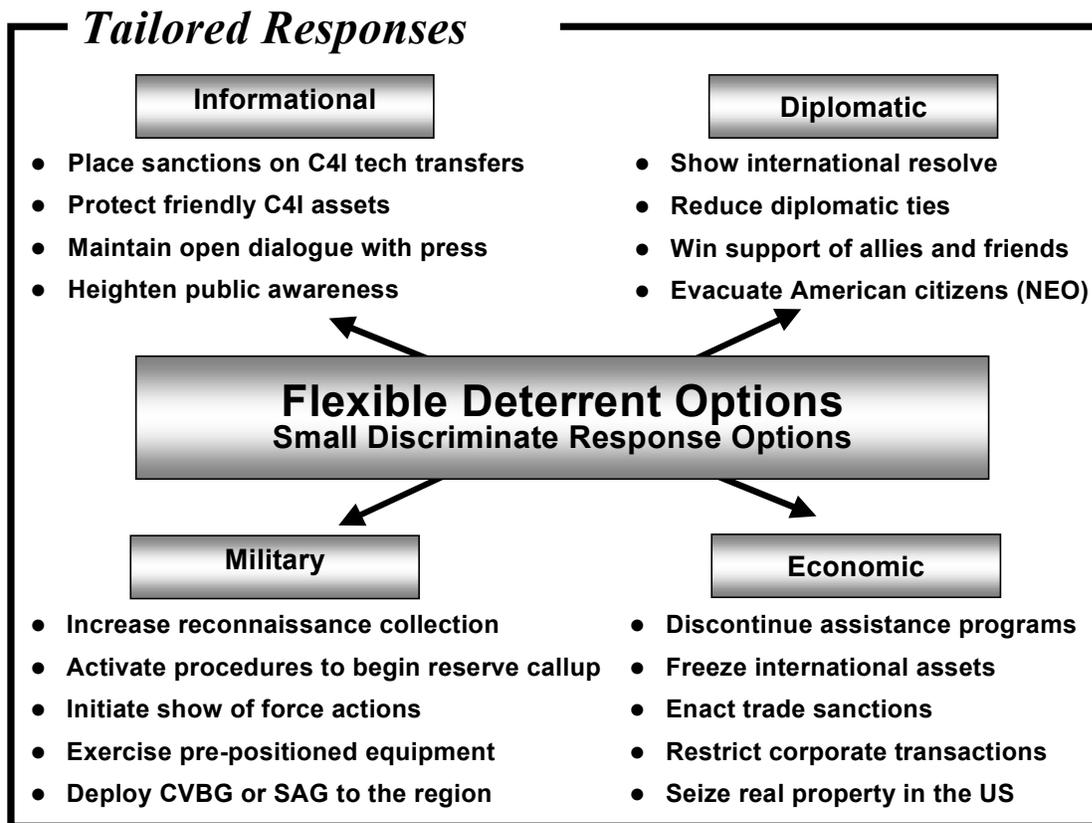


Figure 4-14

(3) **Force apportionment and multiple contingencies.** Adaptive planning, centered on regional contingencies is a framework for deliberate planning using force levels reduced from those needed to meet a global threat. Apportionment of some forces from these reduced force levels to more than one CINC for planning is required to generate decisive force in some regional contingencies. In addition, U.S. military strategy requires maintaining the capability to respond to two concurrent, sequentially developing regional contingencies. The purpose of this requirement is to deter potential adversaries from deciding that U.S. commitment of decisive force to one contingency might present a window of opportunity to successfully attack U.S. interests elsewhere. Adaptive planning minimizes conflict between the need to apportion some forces to more than one CINC for deliberate planning, and the need to plan responses to two concurrent contingencies. While different CINCs may plan the employment of some of the same forces for each of the two concurrent contingencies, those forces obviously cannot be simultaneously employed in both. The JSCP gives planning guidance that prioritizes apportioned forces into four cases for all MTWs. MTWs are the most demanding operation planning scenarios, and the CONPLANS developed to respond to them would therefore be most dependent on forces apportioned to more than one CINC. Even though the forces in all four cases are available to the CINCs for development of CONPLANS, forces in some of

Examples of Requested Informational Flexible Deterrent Option

- Heighten public awareness of the problem and potential for conflict
 - Gain popular support
 - Promote U.S. policy objectives through public policy statements
 - Take measures to increase public support
 - Maintain an open dialogue with the press
 - Take steps to gain and maintain the confidence of the public
 - Gain Congressional support
- Heighten Informational Efforts
 - quickly
 - honestly
 - within the security restraints imposed by the crisis
 - Keep selected issues as lead stories
 - Protect friendly C4I assets
 - Impose sanctions on C4I technology transfers
 - Interrupt satellite loan link transmissions

Figure 4-15

the cases may not be available at execution of a response to one of two sequential, concurrent contingencies. The four cases are related to the range of options previously discussed.

(a) **Case 1 Forces (FDOs)**. Case 1 forces are primarily in-place and augmentation forces from the Active Component appropriate for an array of FDOs the CINC might develop for use during a period of ambiguous warning. Augmentation forces are rapidly deployable and relatively small, as previously described. The augmentation force may contain subunits of a larger force from Case 2.

(b) **Case 2 Forces (Early Deployers for Deploy-Decisive-Force)**. Built on Case 1 forces, the Case 2 forces include Active and that portion of the Reserve forces needed to move and sustain a major force deployment from CONUS. They give the CINC a significant level of force that would be used in the early stages of a Deploy-Decisive-Force option.

(c) **Case 3 Forces (Deploy-Decisive-Force)**. Built on Case 1 and Case 2 forces, the Case 3 forces are apportioned based on unambiguous warning in which the enemy initially may not have completed preparation for war. They include Presidential Selected Reserve Callup (PSRC) and partial mobilization reinforcements, and are the forces available to the CINC during CONPLAN development.

(d) **Case 4 Forces (Counterattack/Decisive Force)**. The Case 4 forces build on Case 1, 2, and 3 forces and comprise additional Active units and Reserve forces required and made available under partial mobilization. Case 4 forces are phased into the

Examples of Military Flexible Deterrent Options

- Employ ready in-place units
- Upgrade alert status
- Increase strategic reconnaissance
- Increase collection efforts
- Initiate or increase show-of-force actions
- Employ electronic measures
- Conduct aircraft flyovers
- Increase exercise activities, schedules, and scope
- Increase military exchanges and staff visits to the area
- Pre-stage or deploy contingency ready brigades
- Pre-stage airlift
- Pre-stage airlift support assets
- Institute provisions of existing host-nation agreements
- Emplace logistics infrastructure where possible
- Impose restrictions on military personnel retirements, separations, and leaves; establish curfews
- Open pre-positioned storage facilities
- Deploy SAG/MAG to the region
- Deploy CVBG to the region
- Move MEB to the region
- Raise units' deployment status
- Begin moving forces to air and sea ports of embarkation
- Increase mobile training teams
- Deploy tactical fighter squadrons
- Move forward-deployed ARG/MEU(SOC) to the region
- Activate procedures to begin reserve callup
- Increase naval port calls or air squadron visits to the area
- Deploy AWACS to the region
- Move MPS/AWR to the region
- Use naval or air capability to enforce sanctions
- Open and secure sea and air lines of communication
- Pre-stage sealift and airlift reception assets to air and seaports of embarkation
- Increase informational efforts
 - PSYOP
 - Measures directed at the military forces of the opponent
 - Mission awareness

Figure 4-16

CONPLAN to support the concept with the decisive force needed to quickly end a regional conflict on terms favorable to the United States.

(e) **Concurrent Contingencies.** The purpose of dividing MTW force apportionment into the four cases is to deconflict planned employment of forces apportioned to more than one CINC for planning in anticipation of concurrent contingencies. If an MTW is the first of two sequentially developing contingencies, not all of its Case 4 forces, even though phased into the CONPLAN, may be available at execution, as those units could be allocated to a second contingency. In the case of the second of two sequentially developing contingencies where significant forces have been committed to the first, in-place Case 1 forces may be the only forces available for planning an initial response. Other later deploying (Case 4) forces are apportioned for the purpose of counter-offensive operations should deterrence fail. CINCs receive tasks in the JSCP to produce plans that outline how they will deal with such eventualities. It must be remembered that

Examples of Requested Diplomatic Flexible Deterrent Options

- Reduce international diplomatic ties
- Promote democratic elections
- Reduce national embassy personnel
- Initiate noncombatant evacuation procedures
- Alter existing meetings, programs or schedules
- Take actions to win support of allies and friends
- Identify the national leader who may be able to solve the problem
- Use the UN or other international institutions
- Work within an existing coalition or alliance (seek to avoid unilateral actions whenever possible)
- Increase cultural group pressure
- Restrict activities of diplomats
- Show international resolve
- Clearly identify the steps to a peaceful resolution
- Prepare to withdraw U.S. embassy personnel
- Pursue measures to increase regional support
- Coordinate efforts to strengthen international support
- Initiate actions to start the development of a coalition of nations
 - Heighten informational efforts directed at:
 - the international community
 - the people within the nation
 - the allies of the opponent
 - the coalition formed to overcome the crisis

Figure 4-17

Examples of Requested Economic Flexible Deterrent Options

- Freeze monetary assets in the U.S.
- Seize real property in the U.S.
- Enact trade sanctions
- Freeze international assets where possible
- Sponsor trade sanctions/embargo actions in UN and/or other international organizations
- Reduce security assistance program
- Embargo goods and services
- Cancel U.S.-funded programs
- Encourage corporations to restrict transactions
- Heighten international efforts directed at:
 - financial institutions, questioning the soundness of continuing actions with the opponent's businesses
 - reducing or eliminating corporate transactions

Figure 4-18

these force apportionment parameters are set forth in the JSCP to furnish the guidance necessary to conduct coordinated contingency planning. The NCA will determine priorities between actual concurrent contingencies and the actual major forces deployed to respond to them at execution.

405. PHASES OF DELIBERATE PLANNING. The five formal phases of the deliberate planning process begin when a commander receives a task assignment and end when supporting plans have been approved by the supported commander. However, from the supported commander's perspective, deliberate planning never stops. Regular updating of plan information is required to ensure that plans are as accurate as possible. Maintenance of large plans may require planners to continually update elements of information. The products of deliberate planning are Operation Plans and Functional Plans. Operation plans are either OPLANs or CONPLANs. The process is the same for development of both, but CONPLANs are less fully developed (only requiring, as a minimum, annexes A through D, J, K, V and Z), especially in the area of detailed resource planning, and generally will not contain a TPFDD. Functional Plans, like CONPLANs, require annexes A through D, J, K, V and Z. Operation plans are developed using all phases of the deliberate planning process. Approved plans remain in effect and must be maintained until canceled or superseded by another plan. **Figure 4-19** shows the five formal phases of the deliberate planning process.

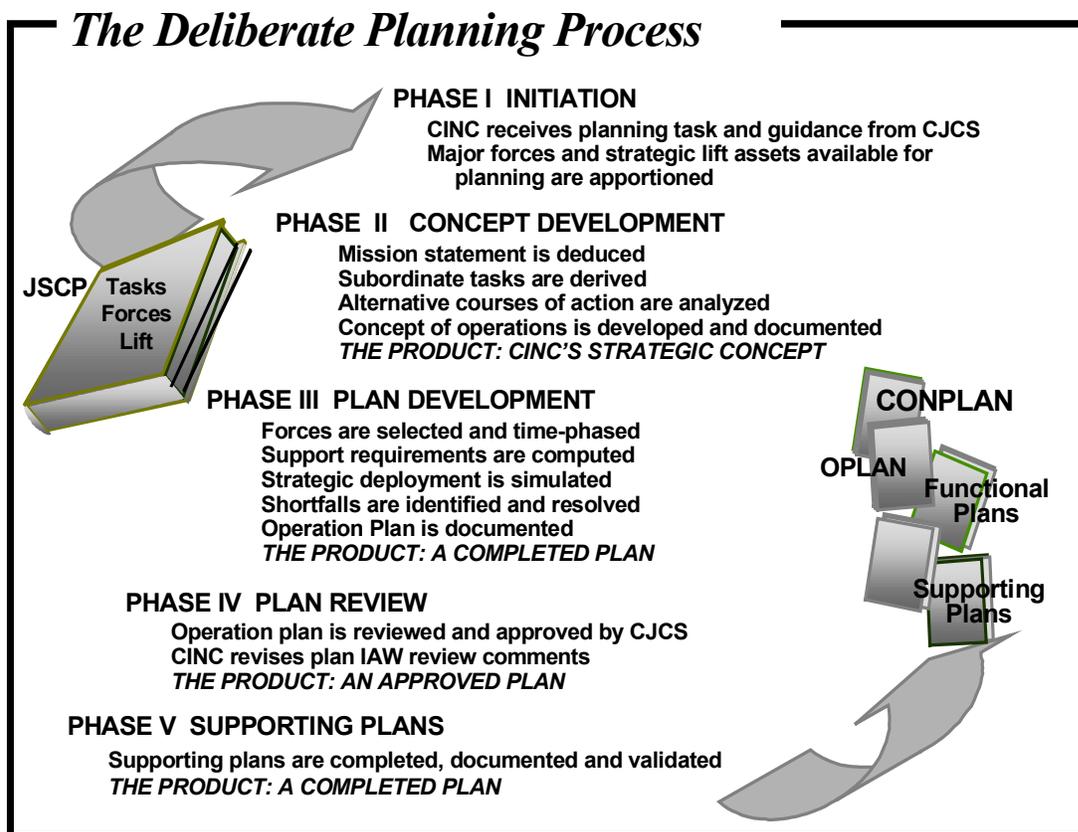


Figure 4-19

- a. In the **initiation phase** planning tasks are assigned, major combat forces and strategic transportation assets are apportioned for planning, and the groundwork is laid for planning to begin.
- b. Several things happen during the **concept development phase**. The combatant commander derives the mission from the assigned task, issues planning guidance to his staff and subordinate commands, and collects and analyzes information on the enemy. From this, the staff proposes and analyzes tentative courses of action (COAs), the combatant commander selects the best COA, and the staff develops that COA into a complete concept of operations. The concept of operations, documented as the CINC's Strategic Concept, is forwarded to CJCS for review. By authority of CJCS, the Joint Staff reviews the CINC's Strategic Concept and, when approved, it becomes the concept of operations for the plan.
- c. In the **plan development phase** the combatant commander's staff, the staffs of subordinate and supporting commands, and other members of the JPEC develop the operation plan to the level of detail and in the format required by CJCSM 3122.03A (JOPES Volume II). If the CINC considers it necessary, a CONPLAN or Functional Plan can be developed in more detail than JOPES requires. For all OPLANs and some designated CONPLANs, a detailed transportation-feasible flow of resources into the theater is developed to support the concept of operations. Forces are selected and time-phased, support requirements are determined and time-phased, and the strategic transportation flow is computer simulated. The information required for the plan, i.e., the combat and support units along with the equipment and supply support, is collected in the Time-Phased Force and Deployment Data (TPFDD) file using JOPES ADP. This phase ends when the fully documented plan, including TPFDD when required, is forwarded to CJCS for final review and approval.
- d. The **plan review phase** is a formal element of the deliberate planning process. The CINC submits all elements of the now fully developed plan to the JPEC for review and CJCS approval.
- e. In the **supporting plans phase**, each subordinate and supporting commander who is assigned a task in the CINC's plan prepares a supporting plan. The subordinate and supporting commanders submit these plans to the supported commander for review and approval. The planning process continues through development of supporting employment and deployment plans that further ready the CINC's plan for implementation.
- f. The planning cycle for the deliberate planning process is defined by the principal task-assigning document, the Joint Strategic Capabilities Plan (JSCP). The approved operation plans prepared as directed by the JSCP are considered effective until superseded. CJCS publishes the schedule for document submission dates, dates for the TPFDD refinement conferences held late in the plan development phase, and dates for the

TPFDD maintenance conferences. The CINCs play a key role in establishing the administrative schedules as well as recommending to CJCS whether current operation plans remain valid, need updating, or should be canceled.

g. The following sections contain an overview of the actions that are conducted by supported and supporting commands during the deliberate planning process. For a detailed discussion of the actions to be completed by each staff section within a combatant command, refer to CJCSM 3500.05, JTF HQ MTG.

INITIATION PHASE

406. INITIATION PHASE OF DELIBERATE PLANNING

a. Background

(1) Military action is not the only possible response to situations that threaten U.S. national interests. All elements of national power – the military, diplomatic, economic, and informational elements – are considered in the formulation of national policy. Military plans developed through the deliberate planning process also consider diplomatic, economic, and informational options. In fact, CINCs must explicitly relate military Flexible Deterrent Options (FDOs) to FDOs under the other elements of national power as they develop their operation plans according to adaptive planning principles. Several examples of deterrent options are listed in **Figures 4-15** through **4-18**.

(2) The President and his advisers (**Figure 4-4**) develop the nation's strategic direction. The National Security Council (NSC) coordinates and prepares the national strategy. While one administration published this strategy as a National Security Decision Directive (NSDD); the exact title of the President's national strategy document may vary from one administration to another. After the national strategy is published, CJCS translates the worldwide military strategy into specific planning requirements.

b. Task-assigning documents

(1) CJCS outlines the nation's military strategy in the Joint Strategic Capabilities Plan (JSCP), which assigns preparation of specific contingency plans to the combatant commanders (**Figure 4-20**).

(a) The JSCP assigns the CINCs the tasks of preparing operation plans in complete format (OPLANs), in concept, or abbreviated, format (CONPLANs), or as Functional Plans. Formats for OPLANs, CONPLANs, and Functional Plans are described in detail in CJCSM 3122.03A (JOPES Volume II). Briefly, the CONPLAN does

Joint Strategic Capabilities Plan (JSCP)

- Assigns planning tasks
- Identifies planning requirement (OPLAN, CONPLAN, FUNCPLAN, TEP)
- Apportions major combat forces
- Apportions strategic lift (air and sea)
- Provides additional guidance

Figure 4-20

not require the detailed identification of units and preparation of movement schedules found in the OPLAN and its accompanying TPFDD file. At present, CONPLANS are required to have at least annexes A through D, J, K, V, and Z. The Functional Plan summarizes the CINC's concept in even broader terms than the CONPLAN, is normally associated with peacetime operations, and, like the CONPLAN, is required to have at least annexes A through D, J, K, V, and Z (Figure 4-21).

Operation Plan Annexes

A	<u>Task Organization</u>	L	Environmental Considerations
B	<u>Intelligence</u>	M	Geospatial Information and Services (GI&S)
C	<u>Operations</u>	N	Space Operations
D	<u>Logistics</u>	P	Host-Nation Support
E	Personnel	Q	Medical Services
F	Public Affairs	R	Reports
G	Civil Affairs	S	Special Technical Operations
H	Meteorological and Oceanographic Operations	T	Consequence Management
J	<u>Command Relationship</u>	V	<u>Interagency Coordination</u>
K	Command, Control, Communications and Computer Systems (C4)	X	Execution Checklist
		Z	<u>Distribution</u>

CONPLAN and Functional Plans require annexes: A, B, C, D, J, K, V, and Z

Figure 4-21

(b) The JSCP identifies major combat forces and strategic transportation for the CINC to use to develop each operation plan. These are called apportioned resources, and may include any limited, critical asset, such as combat forces, support forces, supplies, or strategic and theater transportation units. The JSCP generally apports “major combat forces,” a term that covers combat, not support, units and, generally, units the size of Army brigades or larger, Air Force squadrons, Navy carrier battle groups and surface action groups, and Marine Corps Marine Air-Ground Task Forces (MAGTFs). It is important to recognize that these apportioned resources may differ significantly from the forces that may ultimately be furnished, or allocated, when an operation is actually executed.

(c) The JSCP establishes priorities for OPLANs and CONPLANs that compete for limited resources.

(2) The *Unified Command Plan* (UCP) gives basic guidance to the combatant commander on general responsibilities and identifies geographic and functional areas of responsibility (AORs) (**Figure 4-22**).

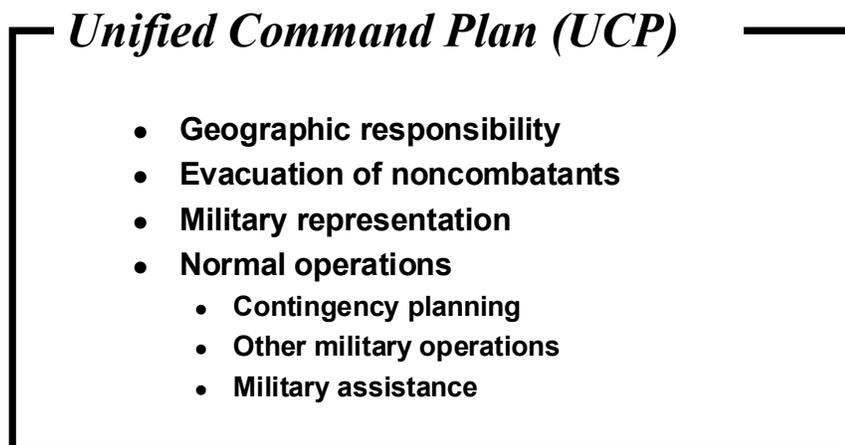


Figure 4-22

(a) The Joint Chiefs of Staff issue the classified UCP as required and update it periodically. It is a task-assigning document and, therefore, specifically cites the authority the Secretary of Defense grants through memorandum or DOD directive. The President approves the UCP.

(b) In broad terms, the UCP directs the combatant commanders to be prepared to

- evacuate noncombatants,
- execute disaster recovery operations, and
- conduct “normal operations” within the assigned geographic or functional AOR.

The broad category “normal operations” includes responsibilities for planning and executing operations in contingencies, limited war, and general war; planning and conducting operations other than contingencies; planning and administering the security assistance program; and maintaining the relationship and exercising authority prescribed in Joint Pub 0-2 (UNAAF) and Joint Administrative Publication 1.1, *Organization and Functions of the Joint Staff*.

(c) The UCP, then, is a general task-assigning document that covers many contingencies for which the CINC has to prepare.

(3) Joint Pub 0-2, *Unified Action Armed Forces* (UNAAF), is also a task-assigning document. The unclassified CJCS guidance in UNAAF defines the exercise of authority by the combatant commander (**Figure 4-23**).

Unified Action Armed Forces (UNAAF)
Joint Pub 0-2

- **Contains doctrine and policy governing unified direction of forces**
- **Discusses the chain of command**
- **Discusses the relationships between combatant commands and the military departments**
- **Covers command relationships**
- **States policy for establishing joint commands**

Figure 4-23

(a) UNAAF discusses the principles and doctrines governing joint activities of the Armed Forces:

- restatement of the statutory guidelines and departmental directives that govern the functions of the entire Department of Defense
- functions of the Joint Chiefs of Staff and the military departments
- principles governing the unified direction and the joint activities of the Armed Forces

- responsibility and authority of the combatant commander
- functions and responsibilities of joint staff divisions
- the command authority over forces and implications for the transfer of authority

(b) By broad definition, the UNAAF initiates deliberate planning by assigning the combatant commander the task of “planning and conducting military operations in response to crises, to include the security of the command and protection of the United States, its possessions and bases against attack or hostile incursion.” Continuing operation of the command and basic self-defense of the command are missions developed from that broad task assignment.

(4) On occasion, CJCS may direct preparation of additional plans not included in the current JSCP. Such a task assignment may come in the form of a message or other directive. The new task will normally be incorporated into the next edition of the JSCP.

(5) The CINC’s planning tasks are not limited to those specified by higher authority. The CINC may prepare plans considered necessary to discharge command responsibilities described in the UCP and UNAAF, but not specifically assigned. The CINC may also determine that a need exists to prepare plans to cover contingencies not assigned by the JSCP. If the CINC expects to assign tasks to forces not currently under his combatant command, the CJCS must approve.

(6) The number of operation plans prepared by a CINC using deliberate planning procedures differs from one command to another.

c. **Products.** In the deliberate planning process, the CINC is directed in the initiation phase to produce operation plans in either complete (OPLAN) format or abbreviated concept (CONPLAN) format, or to produce a Functional Plan.

(1) An OPLAN (**Figure 4-7**) is a complete description of the CINC’s concept of operations and demands much time and effort to produce. It identifies the forces and supplies required to execute the plan and includes a movement schedule of the resources into the theater of operations. The documentation includes annexes that describe the concept and explain the theater-wide support required in the subordinate commander’s supporting plan. OPLANs describe deployment and employment of forces and resources and include a TPFDD. The detailed planning essential in OPLAN development is normally required when the military response to a hostile situation.

- is sufficiently critical to U.S. national security to justify the detail involved,
- contributes to deterring enemy aggression by showing U.S. readiness through planning, or
- would tax total U.S. capability in forces, supplies, or transportation.

(2) The JSCP can direct the development of a CONPLAN (**Figure 4-8**) with or without a TPFDD, although in most situations the task does not require preparation of a detailed flow of resources. Though the same process is followed for producing CONPLANS as is used for OPLANS, the level of detail produced in the plan development phase of CONPLANS is abbreviated. Normally, detailed support requirements are not calculated, nor are strategic movements simulated. CONPLANS do not generally include the detail typically found in OPLAN annexes, but require annexes A through D, J, K, V, and Z (and a TPFDD if CJCS or the CINC so directs). CONPLANS are normally prepared when

- the contingency is not sufficiently critical to national security to require detailed prior planning,
- the situation would not place unacceptable demands on U.S. resources,
- the probability of occurrence during the JSCP planning cycle is low, or
- planning flexibility is desired.

(3) A Functional Plan (**Figure 4-9**) is used to respond to the requirements of the JSCP, at the initiative of the CINC, or as tasked by the supported commander, Joint Staff, Service, or combat support agencies. Development of Functional Plans follows the same process used for OPLANS and CONPLANS throughout the concept development phase of deliberate planning. They normally are plans involving the conduct of military operations in a peacetime or permissive environment developed by combatant commanders to address requirements such as the following:

- disaster relief
- nation assistance
- logistics
- communications
- surveillance
- protection of U.S. citizens
- nuclear weapon recovery and evacuation
- continuity of operations, or similar discrete tasks

d. **JPEC coordination.** The Services also have input during the initiation of planning. Since CJCS apportions only major combat forces, the Services must give the CINC information about other combat, combat support, and combat service support forces that are available for planning. They also inform the combatant commander on Service doctrine, guidance, and priorities.

e. **Review of previous operations.** Planners should access the Joint Center for Lessons Learned (JCLL) and the Joint Universal Lessons Learned System (JULLS) databases early in the planning process and periodically thereafter to obtain specific practical lessons in all areas of planning and execution gained from actual operation and exercise

experiences. A regular review of such information during the planning process can alert planners to known pitfalls and successful, innovative ideas.

CONCEPT DEVELOPMENT PHASE

407. INTRODUCTION

a. After the CINC has received the task assignment, the staff analyzes the mission and develops tentative courses of action (COAs) to accomplish the mission. The concept development phase can be seen as an orderly series of six steps (Figure 4-24). The first five take the joint staff through a problem-solving process to develop the CINC's Strategic Concept. In the sixth step CJCS reviews the CINC's Strategic Concept. With CJCS approval, the CINC's Strategic Concept becomes the concept of operations for the plan. Although the steps are diagrammed and discussed individually, in actual practice they may not be conducted separately or in the simple sequence listed. The dividing line between steps is sometimes hard to see, since steps are often repeated, combined, or done concurrently. Staff work done in one step (or later revisions to the products of an earlier step) affects staff work being done in others.

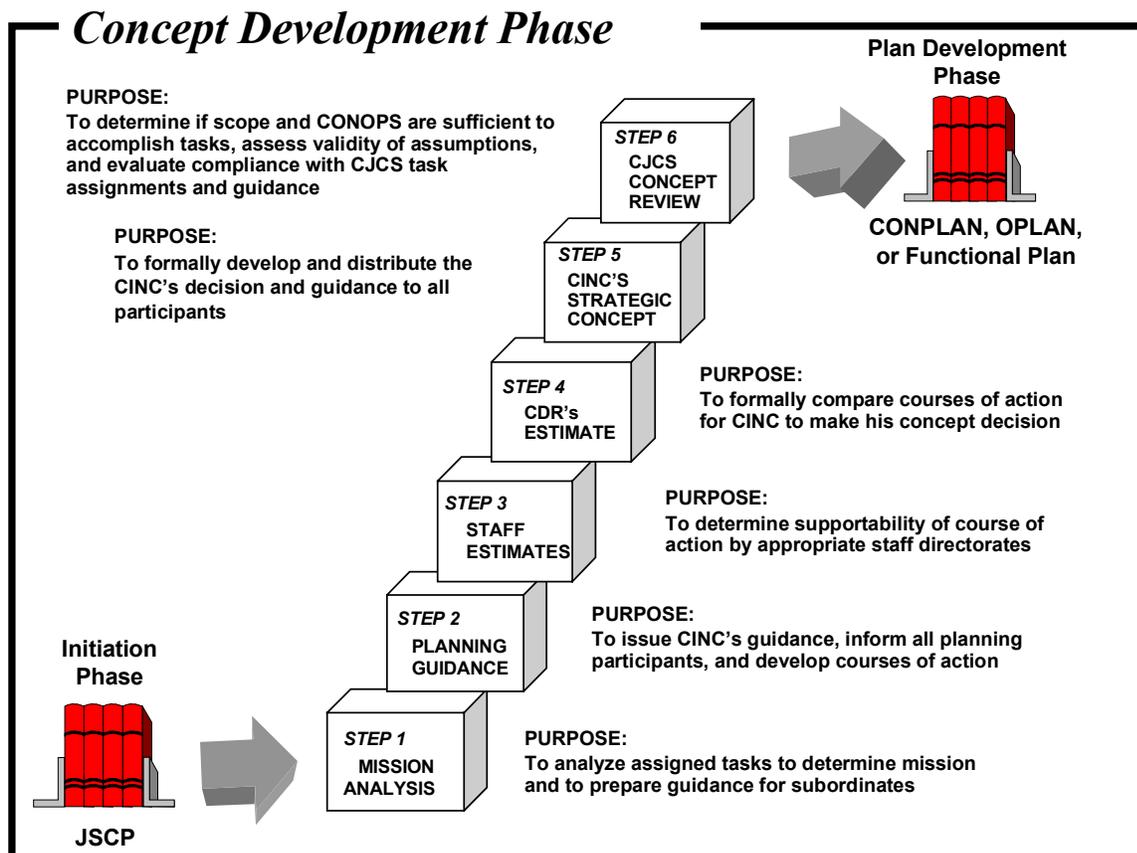


Figure 4-24

b. Once it has developed the CINC's Strategic Concept, the staff forwards it to CJCS for concept review. When approved, the CINC's Strategic Concept becomes the concept of operations for the plan, and the plan is approved for further development. This review process is the same for all OPLANs and CJCS-designated CONPLANs. Functional Plans are reviewed, and eventually approved, by the combatant commander developing the plans.

408. STEP 1 – MISSION ANALYSIS

a. In the JSCP, the Chairman tasks CINCs to develop operation plans, concept plans, and functional plans to meet threats to U.S. national interests. However, the extent of any CINC's planning effort is not limited solely to tasks listed in the JSCPs. Each CINC also has broad responsibilities assigned in the Unified Command Plan (UCP) and Joint Pub 0-2 and may prepare whatever plans are deemed necessary to discharge those responsibilities. To begin developing the concept of operations, the combatant commander reviews the task assigned to the command in the JSCP regional task list or the task listed in one of the other directives. The CINC then reviews what resources are available for use in developing the plan, analyzes the enemy and the environmental conditions that affect the task, and reviews the guidelines that have been given by the Joint Chiefs of Staff or other planning directive. The first step in the development of a military concept of operations begins with a careful analysis of the assigned task. In the language of deliberate planning, the CINC and his joint staff review the overall operation, determine specified and implied tasks, and develop a concise mission statement that contains the tasks that are essential for the successful accomplishment of the assigned .

b. The term tasks is not defined in Joint Pub 1-02 but a transition from the assigned task to the CINC's mission statement must be made.

(1) Both Joint Pub 1-02, *DOD Dictionary of Military and Associated Terms*, and Joint Pub 0-2, UNAAF, define a mission as "the task, together with the purpose, that clearly indicates the action to be taken and the reason for the action." However, neither the DOD Dictionary nor UNAAF defines the term "task."

(2) Tasks are defined in Service documents. AR 310-25, the *Dictionary of United States Army Terms*, defines tasks as "the specific Army, Navy, and Air tasks which have to be done to implement successfully the phased concept of operations stemming from . . . the overall strategic concept."

c. For the purposes of deliberate planning, a clear distinction must be made between a task and a mission.

(1) JFSC defines a task as a job or function assigned to a subordinate unit or command by higher authority.

(2) Using the Joint Pub 1-02 definition, then, the subordinate's mission is derived from the task assigned by a higher authority and includes the reason for that task.

(3) This distinction between mission and task is consistent with joint planning documents. The task assigned by higher authority and its contribution to the mission of that higher-echelon commander serve as the basis for developing the subordinate's mission.

d. Tasks can be further classified as:

- **Assigned** – the regional tasks issued in the JSCP or tasks issued in other directives (JP 5-0, page III-3) (e.g., “Develop a concept plan for the defense of nation XYZ”)
- **Specified** – tasks that are stated in planning directives or orders (e.g., “Concept plans must incorporate provisions for unilateral U.S. action as well as operations as part of a coalition of nations to achieve a common goal”)
- **Implied** – actions or activities not specifically stated in the task stated but must be accomplished in order to successfully complete the mission (e.g., to defend nation XYZ implies the need for the U.S. to deploy forces and other resources to that nation)
- **Essential** – those required to achieve the conditions that define success for the assigned task

e. The product of Step 1 is a mission statement that is developed from the essential tasks (specified and/or implied) resulting from the analysis of the assigned task. The exact identification of an “essential” tasks is a very subjective evaluation. For mission analysis an extract of the Webster dictionary probably conveys the central thought when it indicates that; “essential implies belonging to the very nature of a thing and therefore being incapable of removal without destroying the thing itself or its character.” Therefore the essential tasks should identify actions around which the successful outcome of the planning task (and mission) absolutely depends. The mission statement developed during this step becomes the central focus of actions for the rest of the Concept Development Phase of the deliberate planning process. It is included in the CINC's planning guidance, each concept of operations that will be developed, Staff Estimates, Commander's Estimate, CINC's Strategic Concept, and the completed operation plan.

(1) The mission statement is a clear, concise statement of the essential tasks to be accomplished by the command (what) and the purpose to be achieved (why) (JP-3-0, page B-1). The five elements of the mission statement are **who**, **what**, **when**, **where**, and **why**. Normally, **how** an operation will be conducted is described in the concept of operation and, as greater detail is added, in the execution paragraph of the plan. Multiple tasks that are included in the mission statement are normally listed in the sequence in which they are to be accomplished. Routine, non-essential tasks and tasks that are part of the inherent responsibilities of the commander are not usually included in the mission statement.

(2) A good overview of the initial step in concept development is contained in CJCSM 3500.05; Joint Task Force Headquarters Master Training Guide (JTF HQ MTG). Although this manual is specifically written for the JTF, it outlines a twelve-step process that can be used to guide individuals conducting operational mission analysis in deliberate planning. The process described in the MTG is an iterative process and describes the depth of work that must be accomplished to conduct a good mission analysis. This includes but is not limited to:

(a) Considering the forces that have been apportioned for planning, their capabilities and limitations as well as those of the enemy, Centers of Gravity, Decisive Points, the terrain, geographic features that support and/or restrain friendly and enemy actions, and weather

(b) Incorporating controlling factors levied by others that will influence the military operation, such as diplomatic understandings, economic conditions, host-nation issues, translating political objectives into Military End State, etc.

409. STEP 2 – PLANNING GUIDANCE

End State and Planning

Defining the end state, which may change as the operation progresses, and ensuring that it supports achieving national objectives are the CRITICAL FIRST STEPS in the estimate and planning process

Figure 4-25

a. This step has two objectives: first, to give enough initial planning guidance to the supported CINC's staff for work to begin on COAs and, second, to communicate planning guidance to the subordinate commanders through a written planning directive or a planning conference. At this point, the most critical first steps in estimate and planning process are defining, for all of the participants, the end state and ensuring that it supports national objectives. Defining the end state early in the process is essential to ensure that all the planning participants are working towards a common goal. Ensuring that the end state supports the stated or published national goals is critical to making certain that the planned operation is being conducted in the best interests of the U.S.

b. **Initial guidance.** The following paragraphs describe the information that a supported commander may give a staff to understand the assigned task, derived mission statement, and restrictions or other considerations that will affect their planning.

(1) **Mission.** The mission statement was developed in Step 1 from the CINC's analysis of the task.

(2) **Assumptions**

(a) The DOD Dictionary defines an assumption as

“**A supposition** on the current situation or a presupposition on the future course of events, either or both assumed to be true in the absence of positive proof, **necessary to enable the commander in the process of planning to complete an estimate of the situation** and make a decision on the course of action” (emphasis added)

(b) An assumption normally covers the issues over which the commander has no control and is used to fill a gap in knowledge so planning can continue. It is stated as if it were a fact. Subordinate commanders and supporting commanders normally treat the assumptions of the higher-echelon commander as facts and do not plan for the possibility that they are not valid. Therefore, the statement of assumptions is a critical element in the development of the concept.

(c) Assumptions have a significant impact on the planning process. When dealing with an assumption, a “branch” to the main plan would be developed to account for the possibility that an assumption is subsequently proven to be incorrect. A branch plan is not simply an annex to the evolving plan. A branch plan is, in essence, a completely separate plan with a starting point that coincides with the time/location within the main plan when the assumption would be determined to be false. Because of this influence on planning, the fewest possible assumptions are included in an operation plan. **A valid assumption has three characteristics: it is logical, realistic, and essential for the planning to continue.**

(d) Assumptions are made for both friendly and enemy situations. For example, planners can assume the success of friendly supporting operations that are essential to the success of their own plan, but cannot assume the success of their own operation.

(e) As a rule, planners should use a worst-case scenario. The planner should plan that the enemy will use every capability at its disposal and operate in the most efficient manner possible. To dismiss these enemy possibilities could dangerously limit the depth of planning. Planners should never assume away an enemy capability.

(f) Planners cannot assume a condition simply because of a lack of accurate knowledge of friendly forces or a lack of intelligence about the enemy.

(g) As planning proceeds, additional assumptions may be needed, some early assumptions may prove to be faulty, and still others may be replaced with facts or new information gained during the planning process. The use of assumptions is more prevalent for operations planned far into the future; the situation is less certain and assumptions must be made to complete the planning.

(3) **NBC Defense and Nuclear Planning.** Planning for nuclear and chemical warfare is especially sensitive. The commander issues guidance as early in the planning process as possible. A highly specialized staff does the planning for these capabilities.

(4) **Political considerations**

(a) Planning for the use of military forces includes a discussion of the political implications of their transportation, staging, and employment. Political factors can have a significant effect on the prosecution of a military operation. Unfortunately, in peacetime planning they are extremely difficult to predict. Political considerations may have to be treated as assumptions.

(b) Most unified combatant commanders with a geographic area of responsibility have a Political Adviser (POLAD) as a member of their personal staffs. The POLAD is a representative from the Department of State experienced in the political and diplomatic situation in the theater. The POLAD is helpful in advising the CINC and staff on political or diplomatic issues crucial to the planning process, such as overflight and transit rights for deploying forces, basing and servicing agreements, etc.

(5) **Tentative courses of action**

(a) The CINC gives the staff his preliminary thinking on possible military actions early in the planning process to focus their actions. These preliminary or tentative COAs are activities initially seen to be open to the military commander that will lead to successful accomplishment of the mission. Normally, these tentative COAs are not fully analyzed for feasibility and seldom contain all elements of a refined COA.

(b) Tentative COAs may include only what military action is to be accomplished, that is, amphibious or airborne assault, naval blockade, etc., and where the military action could take place. The refined COA contains who, what, when, where, and how.

Phasing Tasks in COAs

- **Sequences tasks logically**
- **Arranges orderly flow of events**
- **Simplifies planning tasks**
- **Identifies critical/escalatory events**
- **Assists in phasing of forces**
- **Illustrates organizational command relationships**
- **Assists in plan development**

“The primary benefit of phasing is that it **assists commanders in achieving major objectives**, which cannot be attained all at once, **by planning manageable subordinate operations** to gain progressive advantages, and so achieving the major objectives as quickly and affordably as possible.”

JP 3-0

Figure 4-26

(6) **Planning schedule**

(a) The commander usually issues a planning schedule with his initial guidance, although this practice varies from command to command.

(b) Normally drawn up by the chief of staff, the planning schedule sets milestones or deadline dates for completing staff estimates, submitting data from subordinate and supporting commands, and completing and distributing various elements of the plan.

(7) **Initial staff briefings**

(a) Initial briefings on such subjects as terrain and hydrography of the area of operations, enemy capabilities, forces available, logistics support, and others are vital to the staff early in the planning process. They help the J-5 staff formulate additional tentative COAs and focus the joint staff divisions as they analyze tentative COAs and develop recommendations for the CINC.

(b) In most cases, the appropriate staff directorates prepare and present these initial briefings.

c. **Commander's Intent (Figure 4-27)**

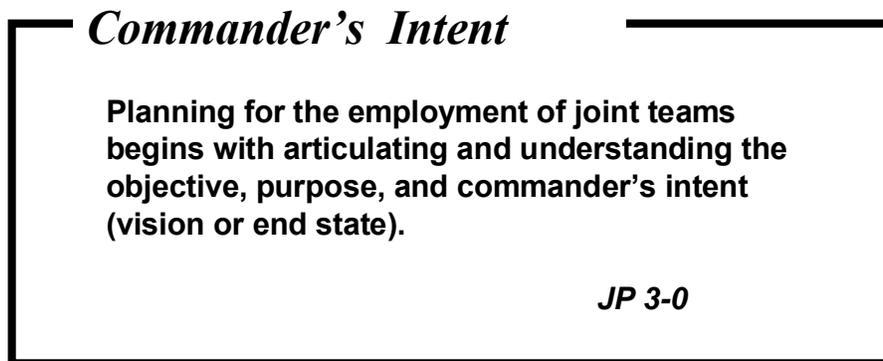


Figure 4-27

The commanders' intent describes the desired end state. It is a concise expression of the purpose of the operation, not a summary of the concept of the operation. It may include how the posture of units at end state facilitates transition to future operations. It may also include the commander's assessment of the enemy commander's intent. The commander's intent is the initial impetus for the entire planning process. The commander refines his intent as he considers staff estimates and the Commander's Estimate. The intent statement may also contain an assessment of where the commander will accept risk during the operation. The commander's intent helps subordinates pursue the desired end state without further orders. Thus, the commander's intent provides focus for all subordinate elements.

d. **Planning directive.** The CINC normally communicates initial guidance to the staff, subordinate commanders, and supporting commanders by publishing a planning directive to ensure that everyone understands the commander's intent and is "reading from the same sheet of music."

(1) Generally, the head of the plans and policy directorate, J-5, coordinates staff action for deliberate planning. The J-5 staff receives the CINC's initial guidance and combines it with the information gained from the initial staff briefings; this information becomes the written planning directive issued by the CINC. The contents of a planning directive are not officially prescribed in deliberate planning procedures, but generally include the information discussed in paragraph b. preceding. A suggested format is in Appendix A to Enclosure S of CJCSM 3122.01 (JOPES Volume I).

(2) The CINC, through the J-5, may convene a preliminary planning conference for members of the JPEC who will be involved with the plan. This is the opportunity for representatives to meet face-to-face. At the conference, the CINC and selected members of the staff brief the attendees on important aspects of the plan and may solicit their initial

Tests for Course of Action

SUITABLE. Will the course of action actually accomplish the mission when carried out successfully? In other words, is it aimed at the correct objectives and does it comply with the supported commander's guidance?

FEASIBLE. Do we have the required resources, i.e., the personnel, the transportation, the resupply, the facilities, etc.? Can the resources be made available in the time contemplated?

ACCEPTABLE. Even though the action will accomplish the mission and we have the necessary resources, is it worth the cost in terms of excessive losses in personnel, equipment, materiel, time, or position? Is the action consistent with the law of war and militarily/politically supportable?

DISTINGUISHABLE. Each COA must be significantly different from the others. Plans will comply with joint doctrine as stated in approved/test publications in the Joint Publication System. Incorporating appropriate joint doctrine when preparing plans facilitates crisis action planning and the execution of planned operations. There are military operations in which only one feasible course of action exists. Generally, in joint operations this is not the case. The Commander's Estimate analyzes and compares substantially different courses of action. Listing alternative, but only superficially different, COAs preempts the CINC's decision and eliminates an important and useful purpose of the Commander's Estimate.

COMPLETE. When the COAs have been reduced to a manageable number, a last check is given to confirm that they are technically complete. Does each retained course of action adequately answer

- **Who** (what forces) will execute it?
- **What** type of action is contemplated?
- **When** it is to begin (i.e., M, C, T, or D-Day time provided for major actions for every force in the OPLAN)?
- **Where** it will take place?
- **How** it will be accomplished? There is no inhibition to clearly explaining how the COA will be executed.

The refined COAs are used by the CINC in his final decision; they must be explicit to allow sound judgments to be made. Care is taken not to usurp the initiative and prerogative of subordinate commanders by including too much of the "how."

JP 5-00.2

Figure 4-28

reactions. Many potential conflicts can be avoided by this early exchange of information. The supported commander's staff normally prepares and distributes minutes of the conference. The record of these proceedings can also serve as the basis for a planning directive.

(3) It is absolutely vital to the success of the planning process that all members of the JPEC be kept informed. The ultimate success of the supported commander's mission will depend on the support and cooperation of each subordinate and supporting commander. A large measure of that success results from a clear understanding of the commander's intent. Of course, each new plan spawns supporting plans; early CINC guidance allows supporting commanders to begin concurrent planning to develop those supporting plans.

410. STEP 3 – STAFF ESTIMATES

a. **Introduction.** Staff estimates are the foundation for the CINC's selection of a course of action. In this step, the staff divisions analyze and refine each COA to determine its supportability. The thoroughness of these staff estimates may determine the success of the military operation.

(1) Not every situation needs an extensive and lengthy planning effort. It is conceivable that a commander could review the assigned task, receive oral briefings, make a quick decision, and direct the writing of a plan. This would complete the process and might be suitable if the task were simple and straightforward.

(2) Most combatant commanders, however, demand the thorough, well-coordinated plan that necessitates a complex staff estimate step. Although written staff estimates are not mandatory, most will be carefully prepared and coordinated and fully documented.

b. The CINC's entire staff is deeply involved in the deliberate planning effort. The J-5 normally coordinates the overall process of long-range planning, prepares the initial planning guidance, and coordinates the staff estimates.

c. As illustrated in **Figure 4-29**, most major joint staff divisions, J-1, J-2, J-4, and J-6, prepare staff estimates. In addition, input may be solicited from the supporting commands, component commands, and the CINC's special staff on specialized or technical matters. The J-5 gathers information and, with the J-3, proposes and revises tentative COAs. The J-3 might also complete a staff estimate to compare COAs for supportability and recommend a preferred COA to the J-5. In the later stages of staff analysis, the J-5 begins to focus on selecting information from the staff estimates to assist the CINC in preparing the Commander's Estimate.

d. The purpose of staff estimates is to determine whether the mission can be accomplished and to determine which COA can best be supported. This, together with the supporting discussion, gives the CINC the best possible information to select a COA.

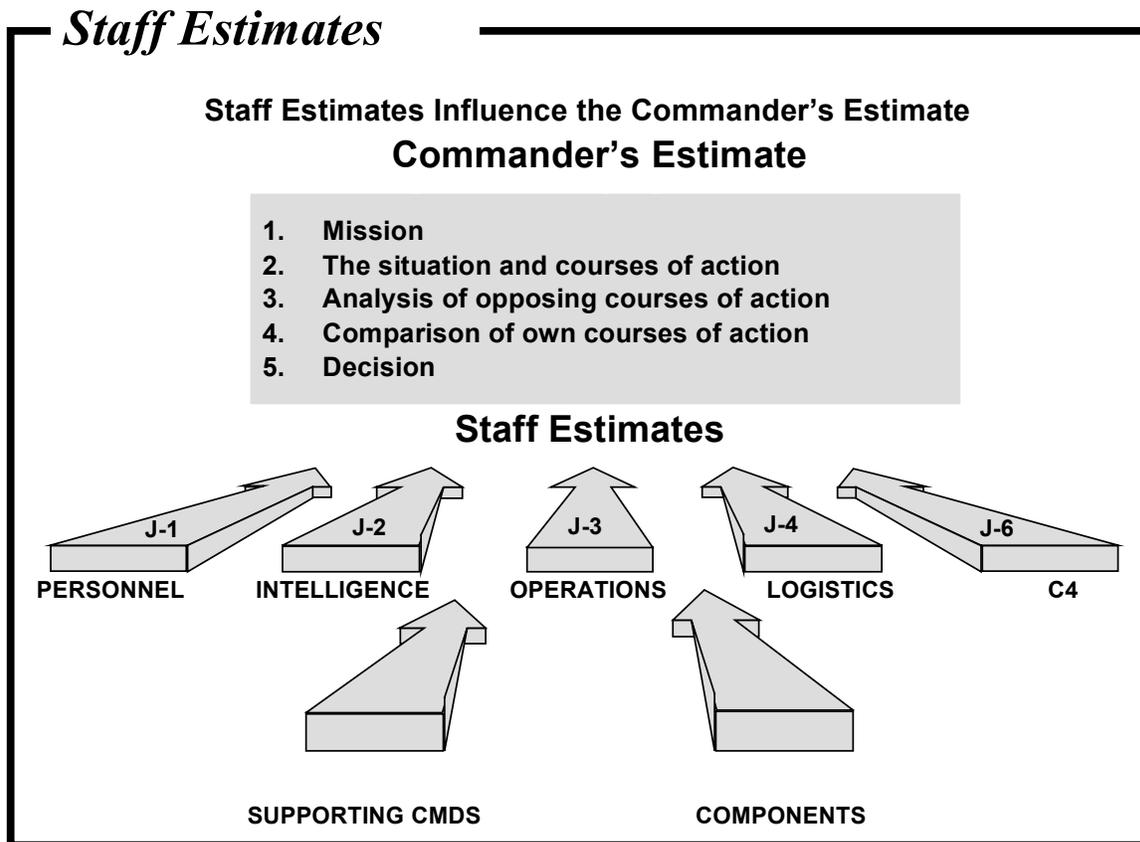


Figure 4-29

(1) Each joint staff division

- reviews the mission and situation from its own staff functional perspective,
- examines the factors for which it is the responsible staff,
- analyzes each COA from its staff functional perspective,
- compares each COA based on its staff functional analysis, and
- concludes whether the mission can be supported and which COA can best be supported from its particular staff functional perspective.

(2) Because of the unique talents of each joint staff division, involvement of all is vital. Each staff estimate takes on a different focus that identifies certain assumptions, detailed aspects of the COAs, and potential deficiencies that are simply not known at any other level, but nevertheless must be considered. Such a detailed study of the COAs involves the corresponding staffs of subordinate and supporting commands; this coordination is essential, since they bring details of force support and employment not viewed at the theater level.

(3) The form and, possibly, the number of COAs under consideration change during this step. These changes result in refined courses of action.

e. The product of this step is the sum total of the individual efforts of the staff divisions. Complete, fully documented staff estimates are extremely useful to the J-5 staff, which extracts information from them for the Commander's Estimate. The estimates are also valuable to planners in subordinate and supporting commands as they prepare supporting plans. Although documenting the staff estimates can be delayed until after the preparation of the Commander's Estimate, they should be sent to subordinate and supporting commanders in time to help them prepare annexes for their supporting plans.

(1) The principal elements of the staff estimate normally include mission, situation and considerations, analysis of friendly COAs, comparison of friendly COAs, and conclusions. The details in each basic category vary with the staff performing the analysis. The principal staff divisions have a similar perspective—they focus on friendly COAs and their supportability. However, the J-2 estimate on intelligence concentrates on the enemy: enemy situation, enemy capabilities and an analysis of those capabilities, and conclusions drawn from that analysis. The analysis of enemy capabilities includes analysis of the various courses of action available to the enemy according to its capabilities, which include attacking, withdrawing, defending, delaying, etc. The J-2's conclusion will indicate the enemy's most likely course of action.

(2) Guidance on the format for staff estimates is found in Appendixes B through F to Enclosure S of CJCSM 3122.01, JOPES Volume 1. Combatant commanders may direct that additional details be included in their particular staff estimates.

f. Often the steps in the concept development phase are not separate and distinct, as the evolution of the refined COA illustrates.

(1) During planning guidance and early in the staff estimates step, the initial COAs may have been developed from initial impressions and based on limited staff support. But as concept development progresses, COAs are refined and evolve to include as many of the following as applicable:

- what military operations are considered
- where they will be performed
- who will conduct the operation
- when the operation is planned to occur
- in general terms, how the operation will be conducted

(2) These refined COAs are developed by an iterative process of modifying, adding to, and deleting from the original, tentative list. The staff continually estimates and reestimates the situation as the planning process continues. Early staff estimates are

frequently given as oral briefings to the rest of the staff. In the beginning, they emphasize information collection more than analysis. It is only in the later stages of the process that the staff estimates are expected to indicate which COAs can best be supported.

411. STEP 4 – COMMANDER’S ESTIMATE

a. **Definition.** Joint Pub 1-02 defines the Commander’s Estimate (of the Situation) as “a logical process of reasoning by which a commander considers all the circumstances affecting the military situation and arrives at a decision as to a course of action to be taken to accomplish the mission.” In deliberate planning, it is the document that clearly states the CINC’s decision and summarizes the CINC’s rationale for that decision. The Commander’s Estimate becomes a tool to communicate valuable guidance from the CINC to the staff and subordinate commanders. As such, it is a valuable planning tool for the staff and subordinate commanders.

b. Generally, after receiving direction from the CINC and drawing from information in the staff estimates, the J-5 assembles the staff estimates and drafts the documentation for the Commander’s Estimate. It is prepared for the CINC to describe the chosen COA. In deliberate planning, the Commander’s Estimate is a planning document used by the command. Appendix F to Enclosure S of CJCSM 3122.01 (JOPES Volume 1) furnishes a format for the Commander’s Estimate. **Figure 4-30** shows the basic subdivision of information; the five main paragraph headings outline steps to basic problem solving. A more detailed guide to preparing a Commander’s Estimate is contained in **Figure 4-31**, “A Primer on the Commander’s Estimate.”

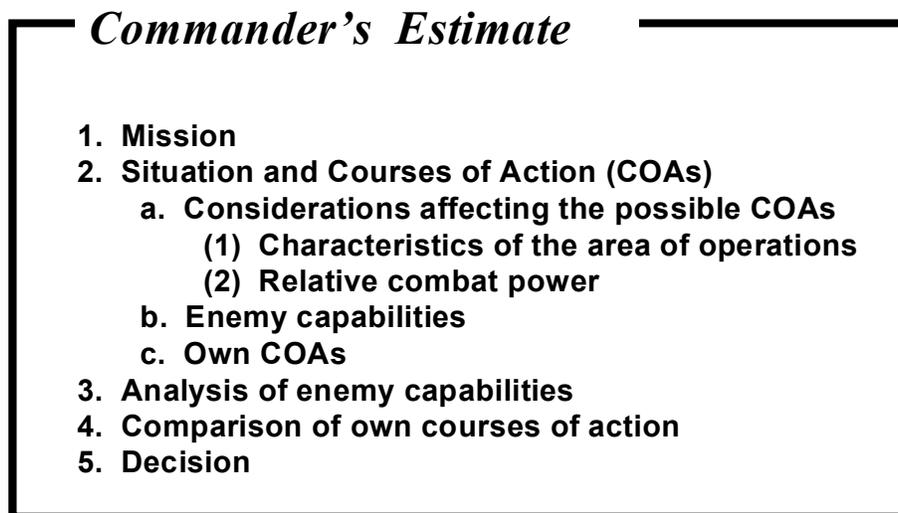


Figure 4-30

A Primer on the Commander's Estimate

The Commander's Estimate is an essential tool in deliberate and crisis action planning. Using the staff work of the preceding steps, it documents the decision process used by the combatant commander (CINC) in choosing his course of action (COA). It becomes the foundation of the CINC's concept of operations and all future planning. The document is more than a collection of information from prior staff work; it is the statement of the CINC's decision process to select a COA. Often prepared by the J-5 for the CINC's signature, it is a definitive statement of the direction of subsequent deliberate planning.

A Commander's Estimate is used in both deliberate and crisis-action planning. Its format in deliberate planning is set forth in Appendix F to Enclosure S of CJCSM 3122.01, JOPES Volume I. The estimate consists of five paragraphs.

PARAGRAPH 1—MISSION. The mission statement that was developed in the mission analysis step, written during planning guidance, and refined during the staff estimate step is restated in Paragraph 1. This mission statement will be used throughout the operation plan.

PARAGRAPH 2—THE SITUATION AND COURSES OF ACTION. This information is limited to the significant factors that influence the CINC's choice of COA. Separate subparagraphs describe enemy capabilities and list friendly COAs to be considered.

● **CONSIDERATIONS AFFECTING THE POSSIBLE COURSES OF ACTION.** Under each of the selected headings in the format are facts that are known about the situation. If facts are not available, necessary assumptions are stated. Two categories of topics are discussed.

(1) **Characteristics of the area of operations.** This information is furnished by J-2. The topics suggested in Appendix F to Enclosure S of CJCSM 3122.01, JOPES Volume I. Illustrate information that may be influential in selecting a COA. The list is neither mandatory nor exhaustive.

(2) **Relative combat power.** This is not simply a list of the numbers of combat troops and weapons. The planner also assesses the competence and characteristics of the forces, their composition, location, disposition, and information that measures combat effectiveness.

● **ENEMY CAPABILITIES.** Enemy capabilities are defined by Joint Pub 1-02 as "those courses of action of which the enemy is physically capable, and which, if adopted, will affect the accomplishment of our mission...." The planner discusses not only the adversary's general capabilities to attack, defend, delay, reinforce, and/or withdraw, but also more specific capabilities, if pertinent. Information for this paragraph can be taken from the intelligence staff estimate, including the probabilities of the enemy's exercising the capabilities, and the vulnerabilities that might result from those actions. It is important to make a statement of joint enemy capabilities, since the CINC will be opposed by the combined strength of ground, air, and naval forces.

● **OWN COURSES OF ACTION.** The friendly COAs that survived the staff estimate step are listed. In practice, the length and complexity of the staff estimate process dictate that the number of refined COAs has probably been reduced to two or three. These refined COAs all pass the tests described in **Figure 6-15**.

PARAGRAPH 3—ANALYSIS OF ENEMY CAPABILITIES. The purpose of Paragraph 3 is to evaluate each proposed friendly course of action as though opposed by each enemy capability. This series of wargaming exercises illustrates that the commander considered the most significant and influential confrontations.

The comprehensive analysis that is documented in Paragraph 3 is sometimes difficult for new planners to begin. First, planners organize their thoughts: consider enemy capability #1 against friendly COA #1, e.g., consider the enemy's capability to defend against our amphibious assault. How will the terrain affect the matchup? What effect will the lines of communication have? What is the relative combat power of forces?

How will this confrontation affect further operations? Comprehensive planning at this point does not restrict the flow of ideas under consideration. The process of selection comes later. No reasonable possibility should be overlooked.

Figure 4-31

A Primer on the Commander's Estimate (cont'd.)

The planner will note that certain features begin to appear dominant as the wargaming and analysis continue. Some of these factors will clearly favor friendly forces and others will favor the enemy. These dominant considerations are known as governing factors. They are used by the J-5 and the CINC to focus the evaluation of friendly COAs.

The total enemy capabilities may be numerous, yet the decision-maker must focus on a small, manageable number to permit comprehensive analysis. Two methods have been developed to reduce the number of enemy capabilities under consideration without compromising the value of the wargaming exercise.

- **GROUPING.** While Service component forces operate in distinct environments, they mutually support one another and generally center on a major ground, air, or sea objective. It may be possible to focus staff analysis on an identifiable, pivotal operation, e.g., the initial battle to secure the beachhead in an amphibious operation. The planner may concentrate on the broad enemy capability most relevant and "group" all others in its support. For example, against our amphibious operation, group enemy air and naval capabilities as support and concentrate on analyzing enemy ground defense, the more significant issue, in opposition to our assault; or against our mission of sea control, recognize and group the supporting enemy capabilities in air and ground arenas to permit our in-depth study of the enemy's pivotal naval capability. Obviously, extreme care must be exercised to avoid overlooking any significant enemy capability or misreading the contribution of other capabilities.

- **SELECTION.** This technique further reduces the workload by selecting for analysis only those enemy capabilities that uniquely affect the outcome of a particular friendly COA. Comparatively, there is little to gain by considering the enemy's capabilities that similarly affect all friendly COAs. For example, the enemy's air defense capability may affect the friendly air superiority mission regardless of which ground-based COA is used. If that is the case, that particular enemy

capability is not likely to govern the commander's choice. Although an enemy capability may be unquestionably critical to our success, it may not contribute to the decision-maker's choice of one COA over another.

- When further reduction in the number of enemy capabilities is needed, the planner analyzes enemy capabilities in the expected order of adoption identified in the intelligence estimate. The planner may elect to restrict analysis to only the most likely enemy capabilities. This selection process must be used very carefully. Enemy commanders, too, understand that surprise is important! A critical enemy capability must not be overlooked or arbitrarily excluded from consideration merely for the convenience of the planner.

PARAGRAPH 4—COMPARISON OF FRIENDLY COA'S. This paragraph weighs the advantages and disadvantages of each friendly COA in light of the governing factors, e.g., relative combat power, logistics support, terrain, mobility, etc. It is a narrative description of the advantages and disadvantages of each COA as seen by the CINC. In preparation, it may be useful for planners to summarize their analysis. In reality, the actual comparison may be a mental process that lacks documentation or a computer simulation weighing sensitivity of the COA to enemy capabilities. In this paragraph the CINC describes his method for comparing each COA measured in factors he considers important to the success of the operation. Normally, the supporting tools used in the analysis are not included in the final document. A clear picture is given of the results of the analysis that led to the decision on the best/recommended COA. The final part of paragraph 4 is a statement that concludes, "Course of action # ____ is favored because"

PARAGRAPH 5—DECISION. In practice, the J-5 may prepare, coordinate, and submit to the CINC a recommended COA, but the final product, when signed by the CINC, gives the rationale used in the decision process. The document need not be the compelling argument as to the choice of a particular COA; it is, however, a statement of the CINC's decision for use by planners in understanding the rationale that went into the choice of the COA.

Figure 4-31

412. STEP 5 – CINC’S STRATEGIC CONCEPT

a. **Introduction.** The CINC’s Strategic Concept is the proposed concept of operations for the plan (**Figure 4-32**), an expanded version of the COA selected in the Commander’s Estimate prepared in Step 4. It is a narrative statement of how the CINC expects to conduct operations to accomplish the mission. It serves two purposes:

(1) It clarifies the intent of the commander in the deployment, employment, and support of apportioned forces.

(2) It identifies major objectives and target dates for their attainment.

Concept of Operations

“A verbal or graphic statement, in broad outline, of a commander’s assumptions or intent in regard to an operation or series of operations. The concept of operations frequently is embodied in campaign plans and operation plans; in the latter case, particularly when the plans cover a series of connected operations to be carried out simultaneously or in succession. The concept is designed to give an overall picture of the operation. It is included primarily for additional clarity of purpose. Also called commander’s concept.”

Joint Pub 1-02

Figure 4-32

b. **Format.** The CINC’s Strategic Concept is written in sufficient detail to impart a clear understanding of the CINC’s overall view of how the operation will be conducted, or concept of operations. The particular format for submission of the CINC’s Strategic Concept is prescribed in CJCSM 3122.03A (Enclosure C – Basic Plan/CINC’s Strategic Concept). The elements of information that clearly convey the CINC’s concept of operations include the following.

- the plan
- (1) Situation
 - probable preconditions for implementation of the plan
 - deterrent options included in the plan
 - enemy forces
 - general tasks of friendly forces
 - expected operations of other friendly commands that will influence
 - the plan
 - assumptions, including level of mobilization
 - legal considerations
 - (2) Mission
 - (3) Execution
 - who will be employed
 - where forces will be employed
 - when forces are to be phased into theater
 - general description of how forces are to be employed
 - conventional, nuclear, and other supporting operations
 - deception
 - necessary deployment of forces
 - tasks of each subordinate and supporting command
 - required supporting plans
 - (4) Administration and Logistics
 - transportation during deployment and employment
 - concept of logistics support
 - stockage levels, pre-positioned war reserve stocks, consumption
 - mutual allies' support requirements and inter-Service support
 - levels
 - (5) Command and Control
 - command relationships
 - command and control requirements
 - succession to command

c. **Concept Development Conference.** The CINC may call a concept development conference involving representatives of subordinate and supporting commands, the Services, Joint Staff, and other interested parties. Such a conference might be convened if additional work is required from subordinate and supporting commanders, which may be the situation either when the original task is to prepare an OPLAN or a CONPLAN with TPFDD and substantial subordinate commander involvement is required in the next

phase (plan development), or when considerable effort will be required to prepare supporting plans. The conference would be convened to ensure that adequate direction is given to subordinates. Subordinate and supporting commanders base further planning on guidelines in the CINC's Strategic Concept.

d. **The transmittal of the concept.** The commander must ensure that his concept is accurately described both to members of the planning community, so they can continue planning in support of the operations, and to CJCS for review and approval.

413. STEP 6 – CJCS CONCEPT REVIEW. Once the CINC's Strategic Concept is prepared, it is forwarded to CJCS for review and approval. The process is the same for OPLANs, CONPLANs, and Functional Plans, whether they are new plans or existing plans for which the concept has changed. Reviews should be completed within 60 days of referral; however, the Director, Joint Staff, may extend the review period if necessary. With CJCS approval, the CINC's Strategic Concept becomes the concept of operations for the plan. It will be used in paragraph 3 (Execution) of the Basic Plan and described in detail in Annex C of the OPLAN/CONPLAN/FUNCPLAN.

a. **Initiation of review.** The Joint Staff conducts the review for CJCS. When the Joint Staff receives the CINC's Strategic Concept, it determines whether the concept is in the proper format, conforms with JSCP guidance, is consistent with joint doctrine, and is therefore ready for review. If not, the submitting headquarters is notified by memorandum or message.

b. **Review responsibilities.** The Joint Staff, Services, and designated defense agencies (National Security Agency (NSA), National Imagery and Mapping Agency (NIMA), Defense Logistics Agency (DLA), and Defense Information Systems Agency (DISA)) conduct independent reviews and submit comments within 30 days of referral. Comments by Joint Staff directorates and defense agencies are submitted to the Joint Staff Operational Plans and Interoperability Directorate (J-7), which has primary staff responsibility for conducting reviews. The Services submit comments to the Secretary, Joint Staff.

c. **Review criteria (Figure 4-33).** The purpose of the concept review is to

(1) determine whether the scope and concept of operations are sufficient to accomplish the task assigned,

(2) assess the validity of the assumptions,

(3) evaluate compliance with CJCS guidance and joint doctrine, and

(4) evaluate acceptability with regard to expected costs and military and political supportability.

Concept Review Criteria

- **Adequacy: Scope and concept of operations sufficient to accomplish tasks**
- **Validity of assumptions**
- **Acceptability: militarily and politically supportable**
- **Compliance with CJCS tasks assigned and CJCS planning guidance**
- **Consistency of concept of operations with joint doctrine**

Figure 4-33

d. **Review comments.** Comments back to the CINC concerning his concept are classified as execution-critical, substantive, or administrative.

(1) **Execution-critical** comments describe major deficiencies that negatively affect the capability of the plan to meet the JSCP objective and may prevent execution of the plan as written. Examples of such deficiencies include such things as failure to meet assigned tasks, deviations from joint policy, and major logistics shortfalls.

(2) **Substantive** comments pertain to less critical deficiencies such as deviations from CJCS guidance or JOPES formatting. These deficiencies would not prevent execution of the plan.

(3) **Administrative** comments are offered for clarity, accuracy, and consistency. They include such items as outdated references, improper terminology, and minor errors.

e. **Review results.** Results of the review are forwarded to the supported commander by memorandum or message stating that the concept is either

- (1) approved for further plan development or
- (2) disapproved and requires significant changes before resubmission.

f. **Post-review actions.** The supported commander incorporates changes required by CJCS as follows:

(1) A formal change incorporating all execution-critical comments is submitted to CJCS within 30 days of receipt of the review results.

(2) Substantive comments must be incorporated when the plan is submitted for review in its entirety in the plan review phase of the deliberate planning process.

414. SUMMARY OF CONCEPT DEVELOPMENT

a. The deliberate planning process has progressed from receipt of the task assignment to development of the CINC's concept of how the assigned task will be accomplished. The CINC has documented the plan in sufficient detail for the reviewing authority, CJCS, to understand fully the overall military concept of operations. Moreover, the transmittal of the concept gives continuing guidance to subordinates as they begin more detailed planning. The procedures in concept development are not rigid. Through each step, the planners identify and analyze factors that could adversely affect the accomplishment of the CINC's mission. This discovery and problem-solving process continues even while they are preparing the CINC's Strategic Concept; they may adjust or revise the concept at any time. Shortages in types, quantities, or timing of forces or resources (called shortfalls) are among the most critical factors. The identification and resolution of shortfalls continue throughout the entire planning process.

b. Joint Planning and Execution Community coordination. The planning procedures during the concept development phase are conducted primarily by the CINC and the CINC's staff. The component commanders, joint task force commanders, and subordinate unified commanders have been involved. Outside the CINC's theater, supporting commanders, such as USTRANSCOM and other combatant commanders, and defense agencies, have attended coordination meetings, received the supported CINC's guidance, and given valuable insight during development of the concept.

c. The development of the CINC's concept of operations has been described as the most difficult phase of deliberate planning, because of the many subjective determinations that must be made. Now begins the detailed development of the flow of resources and the determination of whether that operation is possible with the apportioned forces and transportation. This next phase, plan development, is undoubtedly the most time-consuming phase.

PLAN DEVELOPMENT PHASE

415. INTRODUCTION

a. **Overview.** At the close of concept development, the CINC sends his Strategic Concept to CJCS for review and approval. Once approved, it becomes the concept of operations for plan development and subsequent phases of the deliberate planning process. In the plan development phase, the staff expands and formally documents the concept of operations in the appropriate operation plan format. The process is the same for OPLANs, CONPLANs, and Functional Plans. (**Figure 4-34**)

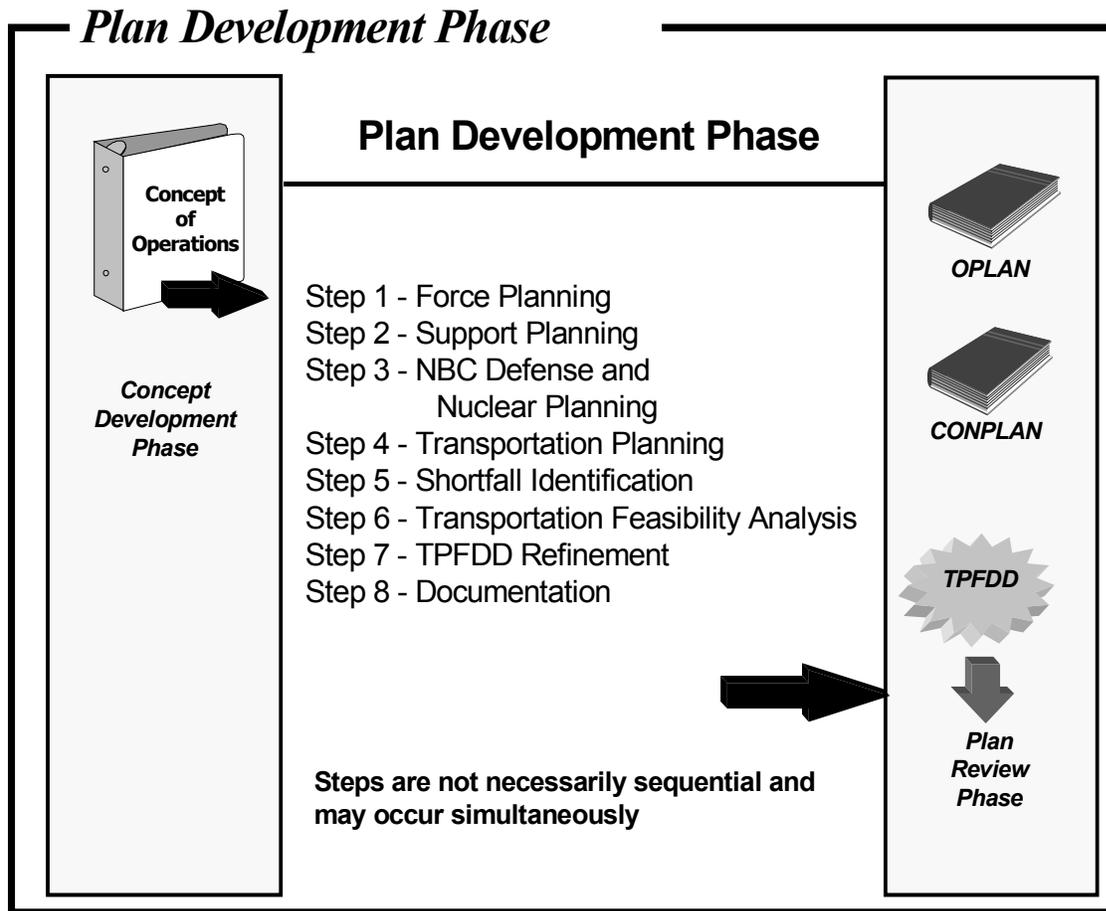


Figure 4-34

b. CONPLANS and Functional Plans are not as fully developed as OPLANS. CONPLANS do not require the level of detailed planning in support, sustainment, or transportation that OPLANS do. Unless the supported commander requires it, annexes and appendices are not required to be as fully developed as in an OPLAN, and, generally, TPFDD development is not required. Therefore, CONPLANS present a less complicated plan development problem than OPLANS. Because OPLAN development requires all the procedures for the plan development phase to be accomplished and CONPLAN development does not, subsequent discussion of the plan development phase will focus on planning procedures for OPLANS.

c. During the initial steps of this phase, the spotlight moves to the subordinate commanders; generally, in unified combatant commands, these are the component commanders. Planners on the staffs of the component commands begin developing the total package of forces required for the operation. They start with the major combat forces selected from those apportioned for planning in the original task-assigning document (the JSCP) and included in the CINC's concept of operations. Working closely with the staffs of Service headquarters, other supporting commands, and combat support agencies, they identify requirements for support forces and sustainment.

d. The supported commander consolidates each component's forces and supplies, and phases their movement into the theater of operations. The resources are proposed for arrival in-theater and at the final destination using apportioned intertheater transportation, CINC-controlled theater transportation, and transportation organic to the subordinate command. The strategic movement is simulated in a computer model; reasonable assurances can then be given by the CINC that the operation is transportation feasible.

e. The later steps of the phase fill the plan's hypothetical (notional) units with actual units and those supply entries that can be replaced. In the refinement step, movement of these units is again computer-simulated, and USTRANSCOM develops movement tables. The final documentation for the transportation-feasible OPLAN is prepared. Two phases follow plan development in the deliberate planning process. The first presents the OPLAN package to CJCS for final review and approval, and the second sees subordinate and supporting commanders developing necessary supporting plans.

f. For clarity, the plan development phase will be described in eight sequential steps shown in **Figure 4-34**. In reality, these steps may overlap, be accomplished simultaneously, or repeat. The same flexibility displayed in the course of action refinement process of the preceding phase is seen again here, as shortfalls are discovered and eliminated. The sheer magnitude of the problem is enormous; tens of thousands of separate combat and support units and materiel shipments make up large OPLANs. Computer support within JOPES makes the timely development of a realistic flow of manpower and supplies possible.

g. **ADP support.** The plan development phase produces huge amounts of information about the forces, the equipment and materiel support to those forces, and the time-phased movement of personnel and materiel to the area of operations. To manage this mountain of information, planners need ADP support. The Joint Operation Planning and Execution System (JOPES) provides ADP support to operation plan development. JOPES is accessed by planners and throughout the JPEC through the Global Command and Control System (GCCS). Planners use specialized application programs in JOPES and interface with other application programs through JOPES, to create a Time-Phased Force and Deployment Data (TPFDD) computer file. The TPFDD is created by entering and relating data supplied by sources throughout the JPEC and generated by JOPES and JOPES-related applications. The discussion of plan development in this volume will first cover the eight steps previously mentioned, followed by a section covering the ADP support available in JOPES to help accomplish the steps.

h. **TPFDD LOI.** The supported commander publishes a letter of instruction (LOI) at the beginning of the plan development phase of deliberate planning. The purpose of the LOI is to give the CINC's component commanders and supporting commands and agencies specific guidance on how the plan is to be developed. The supported commander's staff coordinates with affected commands such as USTRANSCOM and its components before publication to ensure that the guidance given in the LOI is current. The LOI must furnish specific guidance concerning these items:

- priority of air movement for major units
- apportionment of airlift capability between Service components and resupply
- standard time windows for resupply defined by earliest arrival date (EAD) and latest arrival date (LAD)
 - resupply and nonunit personnel replacement planning factors
 - retrograde, chemical, and nuclear TPFDD procedures
 - attrition planning factors
 - standard ports of embarkation (POEs) and ports of debarkation (PODs) for forces, and channels for resupply
 - administrative management of identifiers used within JOPES application software to identify, manipulate, and track force, cargo, and personnel requirements (e.g., unit line numbers (ULNs), cargo increment numbers (CINs), personnel increment numbers (PINs), and force record numbers (FRNs))
 - the CINC's required delivery dates (RDDs) and TPFDD points of contact for the supported and supporting CINCs' staffs

416. STEP 1 – FORCE PLANNING

a. **Introduction.** The purpose of force planning is to identify all forces needed to accomplish the CINC's concept of operations and phase them into the theater of operations. Force planning is based on CJCS, Service, and USSOCOM (for special operations) guidance and doctrine. It consists of force requirements determination, force list development and refinement in light of force availability, and force shortfall identification and resolution. Force planning is ultimately the responsibility of the supported commander, but the components do most of the work.

(1) The original task-assigning instrument, the JSCP or other such directive, identifies major combat forces. Tasks assigned in the UCP and UNAAF generally use in-place forces already under the combatant command of the CINC. Forces apportioned for use in making operation plans will be those projected to be available during the JSCP period at the level of mobilization specified for planning. CJCS approval is required when CINC-initiated plans cannot be supported with apportioned resources. The CINC's strategic concept must clearly identify the principal combat forces required by the proposed concept of operations.

(2) A total force list includes much more than just major combat troops (**Figure 4-35**). Combat support (CS) and combat service support (CSS) forces, as well as smaller units of combat forces, are essential to the success of any military operation. The most up-to-date guidance on combat and support capabilities and methods of employment is available in Service planning documents and directly from Service headquarters commands. Therefore, each component command develops its own total force list composed of combat, combat support, and combat service support forces (C, CS, CSS) using Service planning documents: *Army Mobilization Operations Planning and Execution System*

(AMOPES) in four volumes, *Navy Capabilities and Mobilization Plan* (NCMP) and fleet planning guidance, *Marine Capabilities Plan* (MCP), and the *Air Force War and Mobilization Plan* (WMP) in five volumes. Essential combat and support forces that are available for planning may also be listed in the applicable JSCP supplemental instructions.

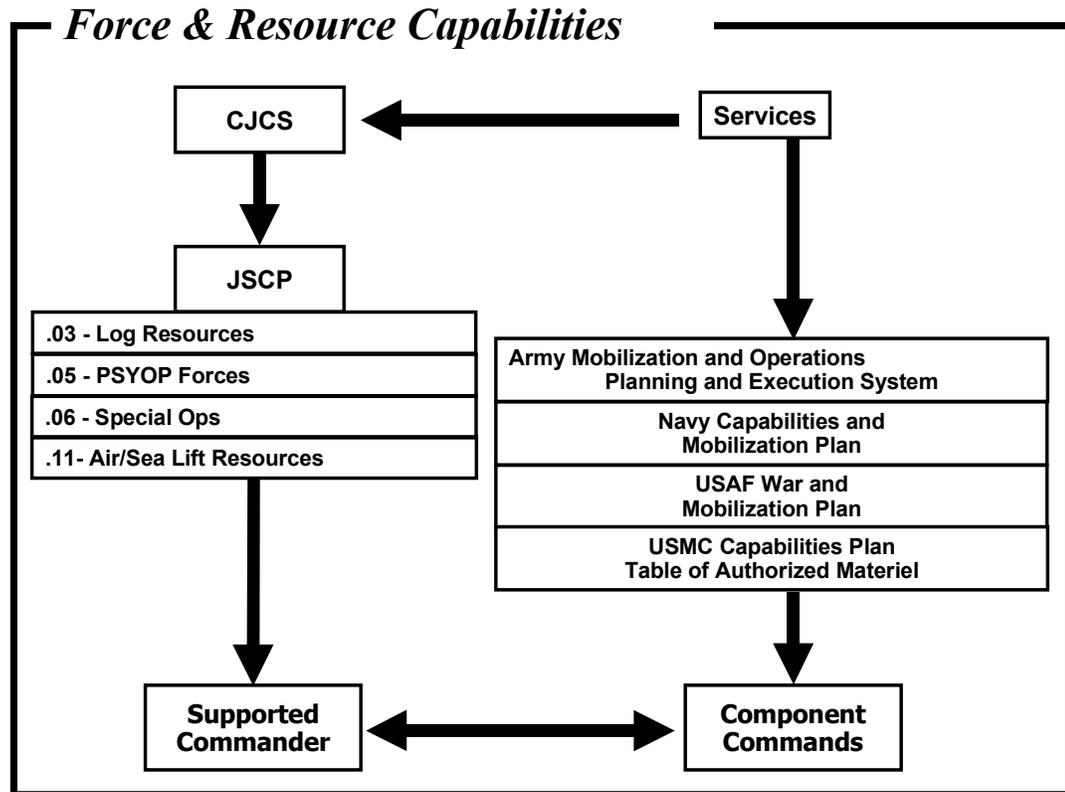


Figure 4-35

(3) Apportioned major combat forces normally are described in relatively large fighting units, such as Army division and brigade, Navy carrier battle group and surface action group, Marine expeditionary force and brigade, and Air Force wing and squadron. While the apportioned forces may be in large units, the final product for each component's total force list will include detail down to unit level (i.e., battalions, companies, squadrons, detachments, sections, teams, etc.). Certain terms describing the movement of forces are essential to understanding this step of the planning problem and later discussions of the JOPES ADP applications that planners access to build the TPFDD.

b. **Movement terms.** Forces move from their home location to a specified destination in the theater. This movement involves planning by several echelons of command, possible stops at several en route intermediate locations, and a schedule constrained by a variety of operational requirements. These essential items of information are first considered and identified during the force planning step. **Figure 4-36** illustrates the flow of resources.

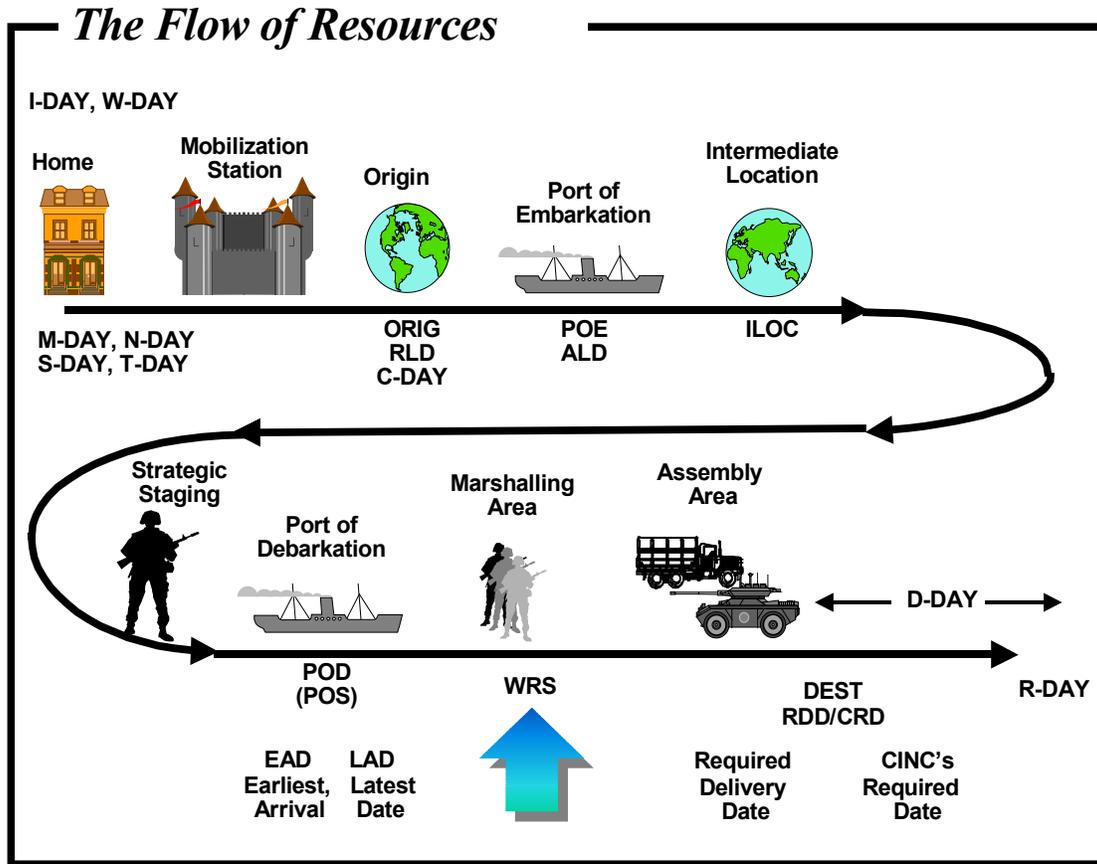


Figure 4-36

(1) Key locations routinely used in deliberate planning include the following:

(a) The actual calculation of dates and the determination of locations used in deliberate planning begin with the destination (DEST), the geographic location where the force is to be employed. It is the terminal geographic location for the movement of forces in the TPFDD. To reach the DEST may require strategic and theater transportation controlled by the CINC as well as theater transportation controlled by subordinate and supporting commanders. Arrival at the DEST is not to be equated to coming into direct contact with an opposing force; rather, arrival at the DEST only satisfies the concept of operations envisioned by the CINC and subordinate commander. For example, the DEST for an Army brigade may be a transshipment point or an assembly area many miles from direct contact with the enemy.

(b) The port of debarkation (POD) is the airport (APOD) or seaport (SPOD) within the theater of operations where the strategic transportation requirement for forces is completed, generally a large airport or seaport. It may or may not be the ultimate destination. For example, troops landing at an airfield in country Blue, the POD, may have to be transported many kilometers to their planned defensive position on the country Blue-country Red border (DEST). In some cases, the POD and DEST are the

same place, e.g., an airfield in Germany may be the POD and the final destination for an Air Force squadron. The port of support (POS) is the geographic location within the objective area where strategic transportation ends for air-transported supplies, resupply, and replacement personnel; sealift ammo; sealift POL; and sealift supplies and resupply. This is expected to be a distribution point; intratheater transportation from this geographic point may be required.

(c) The port of embarkation (POE) is the point where strategic air or sea transportation begins. Generally, it is the location in CONUS where strategic shipments begin. For Reserve units, the POE probably will not coincide with the home location (HOME) or mobilization station. The origin (ORIGIN) is the beginning point for a deployment move. For Active Navy and Air Force forces the ORIGIN and the POE will probably be the same, while for Active Army and Marine Corps forces the ORIGIN and POE will probably not be the same geographic location. For instance, Fort Bragg is the ORIGIN and Pope AFB is the POE for the 82d Airborne Division. Transportation to the POE is the planning responsibility of the providing commander or Service, with either organic transportation or transportation arranged by a supporting commander, such as USTRANSCOM's component, the Army Military Traffic Management Command (MTMC).

(d) Several additional locations within the theater may also influence deployment; an intermediate location (ILOC) is a stopping point in the deployment movement that may be used for strategic staging, changing mode of transport, necessary cargo handling, training, or marrying forces and equipment that are being transported by split shipment. The ILOC can occur between ORIGIN and POE, between POE and POD, or between POD and DEST. A marshalling area is the location where troops are matched with pre-positioned war stocks of equipment and supplies, such as the Army War Reserve Pre-positioned Sets (AWRPS) located in Europe (Benelux and Italy), Kuwait, Qatar and South Korea. These pre-positioned stocks may also be afloat as part of the Army's AWR-3 configuration or with one of three U.S. Marine Corps Maritime Pre-positioned Squadrons (MPSRONS or more commonly known as MPSs). Another ILOC may be a strategic staging location for holding forces not yet directly committed to the theater's military operation. Finally, the Tactical Assembly Area (TAA) is the location where units assemble before tactical employment.

(e) These locations all play important roles in the deployment of forces and supplies. Since the arrival at the DEST is the key to successful participation in the CINC's concept, readying forces and supplies at the ORIGIN or POE, scheduling intermediate stops, and scheduling theater transportation from POD to DEST influence the planning and timing of the movement.

(2) Timing is crucial. Times are important because they offer a method to track the movement of resources and measure attainment of the CINC's schedule for involvement of the forces and required arrival of supplies. In addition, the assignment of dates

allows JOPES application software to compare simulated movement with the CINC's desired movement schedule to determine whether the concept is transportationally feasible.

(a) The force must arrive, unload, and move to its destination by the required delivery date (RDD) if it is to fulfill the tasks envisioned by the plan's concept of operations. It is not enough just to get a unit to its destination; it must arrive on or before the RDD. Arriving too early may create an unnecessary logistics support problem; too late may mean that the forces cannot affect the outcome of the operation. Another date, the CINC's required date (CRD), has been introduced in response to the administrative shifting of the RDD that sometimes takes place during plan development to resolve simulated shortfalls. The CRD is the plan's original RDD, and is listed in the TPFDD to give visibility to RDDs that do shift and to show the impact of later arrival. It is intended that CRDs not be changed without CINC approval, as such changes can significantly alter the concept of operations. CRDs are important at plan execution because they become the mark for unit deployments when planners receive their actual allocation of strategic lift assets.

(b) For the strategic move, planners begin with the RDD to determine some important interim dates. Deployment planners are interested in having units arrive at the POD between an earliest arrival date (EAD) and the latest arrival date (LAD). The EAD is the earliest a planner can allow the first element of personnel or equipment to offload from strategic lift at the POD; the LAD is the latest date for the last element to arrive at the POD and complete offloading in time to arrive at the DEST by the RDD. ***The unloading of the last unit at the POD is termed "closing the force."*** Similarly, the unloading of the last element of a deploying unit (e.g., the last company in a brigade) is known as "unit closure." Whatever transportation time may be required to move between the POD and DEST is the difference between LAD and RDD.

(c) At the other end of the route, the mobilization and intra-CONUS planners (the Services, force-providing organizations, and the supporting transportation commands) are primarily concerned with preparing and scheduling the forces at the HOME, mobilization site, and ORIGIN. The ready-to-load date (RLD) is the earliest date a unit is available at the ORIGIN for onward transportation to the POE. The available-to-load date (ALD) is the earliest time that the unit can begin loading at the POE. An earliest date of completion (EDC) of loading is the scheduled time that all loading is completed at the POE. The earliest departure date (EDD) is the earliest date after the ALD that the shipment is ready to depart from the POE. Theoretically, these dates would be calculated backward from the RDD after considering marshalling and assembly times, theater and strategic deployment transportation times, etc. In fact, there is seldom any slack early in the planning period; the RLD and ALD are generally the minimum time required to prepare the units and materiel and transport them to the POE. Delays here may adversely affect arrival time at DEST.

(d) In practice, planners calculate the arrival window at the POD by determining the time to complete each link in tactical, intratheater transportation. Beginning with the RDD (or CRD) set by the CINC, deployment planners determine the time it will take to get from the POD to the DEST – time both to match with split-shipped or prepositioned equipment and to perform necessary assembly. Since most units cannot fully arrive on one day, there is an EAD-LAD window from the earliest arrival of the units and/or equipment at the POD and the latest departure from the POD to the DEST that will still satisfy the RDD. In theory, subtracting the time to perform strategic lift between POE and POD from those dates would result in the deadline required to complete assembly at the HOME/ORIGIN/POE for onward shipment. In practice, planners realize that at execution, competing demands will be made to mobilize, prepare for movement, and transport forces, equipment, and supplies. An RLD-ALD window is generally determined for the embarkation end of strategic transportation, and compromises begin to ease the impact on the final delivery date at the DEST. The possible loss of visibility of the original RDD that can result from these compromises led to the introduction of an inviolate CRD.

(3) Planners must have a clear understanding of force planning.

(a) It is easy to visualize a complicated movement of Reserve units. They may require movement from their home location (HOME) to their mobilization site and, possibly, onward to an Active Component base (ORIGIN) for training and marrying with equipment. Further movement may be required to the POE, where strategic transports will be met. These can become transportation planning problems even before troops and equipment leave CONUS. Such movement requirements are not limited to the Reserve Component. Active-duty units may also require intra-CONUS transportation from ORIGIN to POE. This enormous field of planning is basically the responsibility of the Services and is executed through the USTRANSCOM component, MTMC. This is called mobilization planning. It can significantly affect strategic lift and, ultimately, the arrival of combat units under the CINC's concept, and is therefore important to supported commanders. ADP applications for mobility planning are envisioned within JOPES to furnish planning tools that facilitate this crucial transportation link.

(b) Strategic deployment planning is the central focus of deliberate planning. It involves the strategic transportation of forces from POE to POD and of supplies and replacement personnel from POE to POS. Planning is done for transportation by sea-lift and airlift assets that are apportioned to the CINC for planning. This lift is furnished by a supporting commander when the OPLAN is implemented.

(c) Within the theater, transportation may be required from a POD to the DEST. Transportation may be done in several ways, but of primary interest to the CINC is the requirement for limited theater airlift, a resource that may also be apportioned in the JSCP or limited by Service capabilities. This onward movement from POD to DEST

is termed theater deployment planning and may be significant to the CINC if requirements for use of theater lift assets exceed the CINC's theater capabilities or if the simulated intratheater movement is not scheduled to meet the RDD. Arrival of the force at the right place and time (factors that are determined by an employment scheme and the concept of operations) is the ultimate objective of the deployment.

(d) Employment planning is another area vital to the successful execution of the CINC's concept of operations. It involves the actual use of personnel and materiel in the theater of operations. Detailed planning for employment is normally the responsibility of the subordinate commanders, such as component commanders or a joint task force commander.

(e) Overarching the mobilization, deployment, and employment planning processes is the Services' responsibility to sustain their forces. Though such sustainment planning is not completely supportable within the current capabilities of JOPES, improvements to JOPES ADP will include applications with much more capability to support it. Sustainment involves the resupply of materiel and replacement of personnel lost in the operation.

(f) The traditional focus of deliberate planning has been on strategic deployment. Improvements in ADP hardware, application software, and planning procedures continue to expand the view and control of the CINC in deliberate planning. Requirements for JOPES ADP to deal with the full planning spectrum from initial generation of force lists in mobilization through monitoring of employment and sustainment have been identified. The scope of JOPES is discussed in Chapter 5.

c. **Building the force list.** Given the mission and the concept of operations to accomplish it, the component planner reviews the forces apportioned for planning and included in the CINC's concept of operations, confirms the appropriateness of those forces, and determines the applicable CS and CSS forces from Service planning documents. The component force lists are developed with the full involvement of the supported commander. The subordinate commander submits the time-phased force list to the CINC for review and approval. By submitting the component force list, the supporting commander indicates full understanding of the concept of operations and assurance that the forces in the force list will support that concept. The CINC's staff merges the component force lists and evaluates the resulting consolidated force list. It analyzes the consolidated force list to confirm that it is adequate to perform the mission. When the supported commander concurs with the consolidated force list, the components then add any missing information needed to deploy the forces. Planners may build a force list in different ways.

d. Planners can create a force list unit by unit, starting with the apportioned combat forces and adding all necessary CS and CSS forces identified in doctrinal publications. This is a time-consuming effort, since OPLANs can contain several thousand separately identifiable units, or force requirements, and scores of data elements for each entry are

needed to plan the movement adequately. An alternative method uses force modules. These are groupings of C, CS, and CSS forces, as well as a calculated amount of sustainment. Using either method manually would take an extremely long time. Fortunately, JOPES ADP support greatly aids in building the force lists for a plan, and is discussed in greater detail later in this chapter.

(1) Understandably, each Active and Reserve unit in the U.S. Armed Forces today differs from the others. Even seemingly similar units within a Service may have different unit performance characteristics, various physical sizes of personnel and equipment assets, and even different unit readiness and combat capability. It is impossible to distinguish each unit separately at this stage of force planning, and no attempt is made to do so. Instead, a standard model is used during the force planning at the combatant commands, one that generally represents each different category of unit in each Service. Each model is a generic (notional), or type, unit – one that is representative of an operational capability. Nearly 8,500 type units are on file representing units ranging in size from a two-person Air Force personnel team unit to a 15,000+-member Army division. Type units are used to build a force list line by line.

(a) To build a force list line by line requires the following unit descriptive information about the forces to be listed:

- approximate physical characteristics listed in number of personnel and weight and volume of equipment and accompanying supplies
- approximate movement characteristics in terms of self-deploying aircraft and operators, size of palletable materiel, and its ability to fit on current-inventory tactical and strategic lift platforms
- special characteristics of supplies, such as whether they are hazardous, explosive, etc., so special handling can be arranged
- unique operational characteristics that may aid in shipping less than the entire unit

(b) The unit movement information, such as ORIGIN, POE, ILOC, POD, and DEST, is needed.

(c) In addition, suggested times are introduced for RLD at the ORIGIN, ALD at the POE, and EAD and LAD at the POD. These times are determined from the expected transportation modes using apportioned strategic and tactical lift assets, planners' professional assessments of necessary loading and unloading times, marshalling and assembly times, final transport time to the DEST, and the RDD set by the CINC.

(d) In fact, when the necessary routing information is included, there are 96 separate identifiers that peacetime planners find useful in describing the movement and physical characteristics of an individual unit. Almost 75 percent of these must be entered individually.

(e) Mixing the CS and CSS forces identified in Service doctrine with the combat forces further complicates the process. Their movement into the theater is phased to meet operational requirements of the fighting force as well as operational constraints levied by transportation.

(2) A more efficient way to build force lists is through the use of force modules. Force modules are planning and execution tools used within JOPES to link major combat units with supporting units and a minimum of 1 day's sustaining logistics supplies. (Despite the definition in JP 1-02, many attempts were made to develop force modules with 30 days of sustainment, but too many variables were encountered [e.g., level of combat, categories of enemy targets, level of damage desired to targets, desert or arctic environment, etc.] to produce acceptable results. Current JOPES ADP applications are mitigating this shortfall by allowing near-real-time planning within which all organizations involved in a unit's move can share data and determine actual support requirements.) Movement for the entire package is phased to support the concept of operations. The force module concept permits rapid construction of a combat force and satisfies the long-standing need to link support requirements with each major combat force in both deliberate planning and crisis action planning, and permits the monitoring of execution. Many force and support requirements can be added to a plan's database with a three-character force module identifier (FMI). There are three types of force modules:

(a) The first type is the Service force module. Service force modules are built by each Service headquarters to represent the generic (notional) structure of major combat units. Each Service force module contains the combat forces, combat support (CS) forces, and combat service support (CSS) forces required to support the combat. Service force modules are designed to be basic building blocks to aid the planner in quickly creating force lists in both deliberate and crisis action planning. A basic library of Service force modules is maintained by the Services in the JOPES database.

(b) The second type of force module is the OPLAN-dependent force module. Like Service force modules, OPLAN-dependent force modules group combat, CS, and CSS elements (and may include sustainment resources), but they are developed by CINCs to meet the specific demands of a particular OPLAN. They may begin as Service force modules that are then tailored to fit the requirements of the OPLAN in development, or the CINC or components may create them to fulfill a specific planning task. OPLAN-dependent force modules respond to recognized theater-specific conditions: anticipated weather conditions, expected host-nation support contributions, expected intensity and nature of conflict, etc. OPLAN-dependent force modules are extremely useful to planners. Maintained as components of approved OPLAN TPFDDs, they reside in the JOPES deployment database and are accessible to planners for use in building TPFDDs for other plans. Because they have been tailored to specific anticipated scenarios and conditions, they are more directly applicable to similar scenarios in both deliberate and crisis action planning.

(c) The third type of force module is the force tracking force module. This force module is OPLAN-dependent and does not contain sustainment data. Force tracking force modules consist of major combat units and are required for all OPLANs.

(d) Administratively, force modules are extremely convenient for identifying and monitoring groupings of forces. They are valuable because they facilitate block manipulation of data associated with each module, display large amounts of aggregated information about the forces and cargo included in an OPLAN, and facilitate tracking of forces planned for use in various options within an OPLAN, such as the options required by adaptive planning. Both the current JSCP and JOPES procedures require use of force modules in deliberate planning.

(e) Expanding on the utility of force modules is the concept of force module packages (FMPs). These are groups of force modules oriented on specific functional capabilities (e.g., air superiority, close air support, or reconnaissance). They can facilitate even more rapid TPFDD building in deliberate planning plan development or in crisis action planning.

417. STEP 2 – SUPPORT PLANNING

a. **Overview.** The purpose of support planning is to identify the quantities of supplies, equipment, and replacement personnel required to sustain the forces identified in Step 1, and phase their movement into the theater to support the concept of operations. Support planning determines the quantities of supply by broad category and converts them into weights and volumes that can be compared to lift capability. Thus, they become calculations of phased movements that become deployment movement requirements. The intent is not to identify the detailed levels of particular supplies, but to identify and phase into the theater the gross quantities of needed sustainment. These quantities are based on the number and types of C, CS, and CSS units to be employed in the operation. Support planning is completed when all significant supply, equipment, and personnel requirements have been determined, consolidated by the supported commander, and then entered into the TPFDD file for the plan.

(1) Sustainment capability is a function of U.S. logistics capability, inter-Service and interallied support, Service guidance, theater guidance, and the resulting time-phasing. Appropriate combat support agencies and the General Services Administration (GSA) give the Services planning information concerning the origin and availability of non-Service-controlled materiel.

(2) The actual support calculation uses consumption rates developed and maintained by the Services under their responsibility to supply, equip, and maintain their forces assigned to combatant commanders. This calculation is generally made by the component commanders, who refer to Service and USSOCOM planning guidelines and

doctrine. It is also possible for the supported commander to perform the calculations using component-supplied force lists and planning factors.

(3) Support requirements include supplies, equipment, materiel, and replacement personnel for the forces, as well as civil engineering, medical, and EPW materiel, and equipment and supplies to support the civil affairs effort.

(4) During the support-planning step, planners are primarily concerned with how much strategic lift will be needed to move the support requirements. Thus, the gross estimates of supplies and replacement personnel do little more than initially determine the amount of space and number of passenger seats needed. Before the operation plan is complete, and definitely before it can be implemented, logistics and personnel planners attempt to define the requirements in more detail.

b. **Guidance from the CINC.** The initial concept of support was developed during the concept development phase. Early in the planning the CINC gives guidance to the subordinate and supporting commands that defines the length of the operation, strategic lift availability, supply buildup policies, and anticipated supply shortages. The supported commander also gives guidance on transportation priorities, available common- and cross-servicing agreements between subordinate and supporting commands, personnel attrition factors, ports of support, etc.

c. **Calculations.** The computation of sustainment uses Service planning factors, or consumption rates, and the number of forces, or consumers, to be supported. The product of these factors becomes a total supply requirement, as illustrated in **Figure 4-37**. This total must be expressed as gross movement requirements in barrels of petroleum, oils, and lubricants (POL); short tons or measurement tons of equipment and materiel identified by broad supply class or subclass; and numbers of personnel. These calculations are generally made by the component commanders.

(1) The actual calculations are usually done using planning factors from the Services. These planning factors can be applied to numbers of people, numbers of equipment types, or numbers of recurring type units, for instance, rations: 6.8 lbs per person per day; spare parts: 25 filters per 10-18 tractors per month operating in a dusty environment; or munitions: number of high-explosive rounds per day fired by 155mm batteries in heavy rate of fire.

(2) Performed manually, the calculations for the many force records in a typical TPFDD would be overwhelming. Consumption rates vary with the class and subclass of supply, theater or area within the theater of operation, intensity of combat for different Services and time periods, etc. JOPES ADP is a great help in performing these calculations and adding the supplies to the TPFDD. Supplies are phased into the theater in increments to avoid overloading logistics support facilities and transportation. It is important to note that the key to successful support planning is the prudent choice of planning factors.

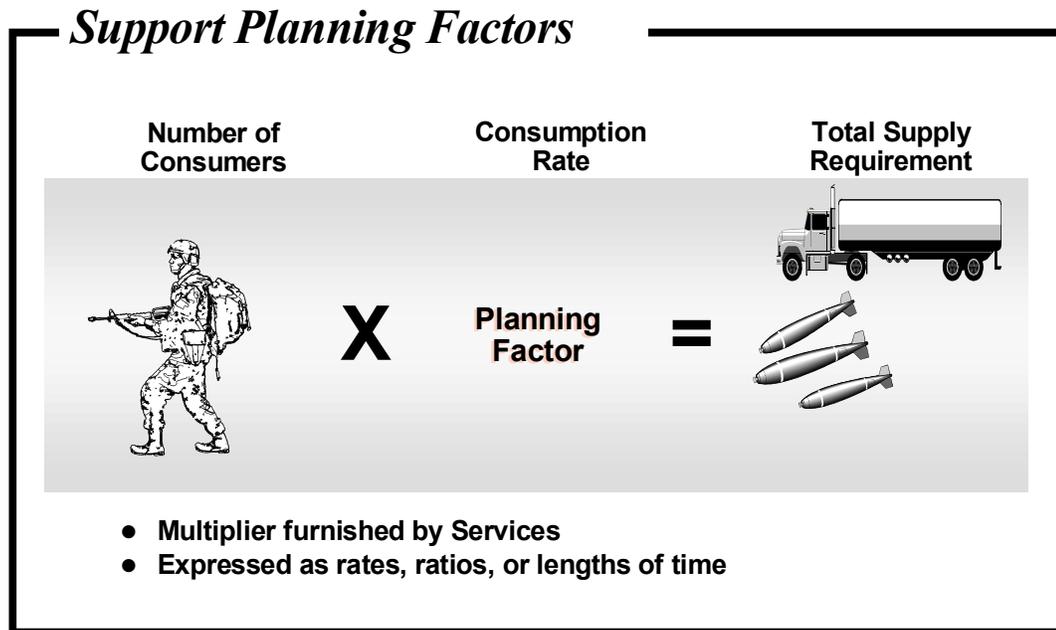


Figure 4-37

d. **Definitions.** Numerous terms are fundamental to an understanding of support planning and the JOPES ADP that supports it. Support requirements for deploying forces are divided into two major categories: unit-related supplies and equipment, and non-unit-related supplies and equipment. The relationships of the supply categories are shown in **Figure 4-38**.

(1) Unit-related supplies and equipment include a unit's organic equipment, basic load, and additional accompanying supplies specified by the CINC.

(a) The basic load is the quantity of supplies required to be on hand within a unit. This is the materiel that makes the unit capable of engaging the enemy immediately on arrival at the DEST. The Service determines this quantity, and it is included in the Service-generated description of each type unit, indistinguishable without reference to Service documents. Some units carry no basic load, others may deploy with 1, 3, 5, 15, 30, or 60 days of supply. When a planner selects a type unit and enters it into the OPLAN TPFDD, the unit-related supplies already included in the type unit description are added automatically to the TPFDD as well. The planner must know the days of supply and the expected supply consumption that are considered basic load and already included in the type unit description.

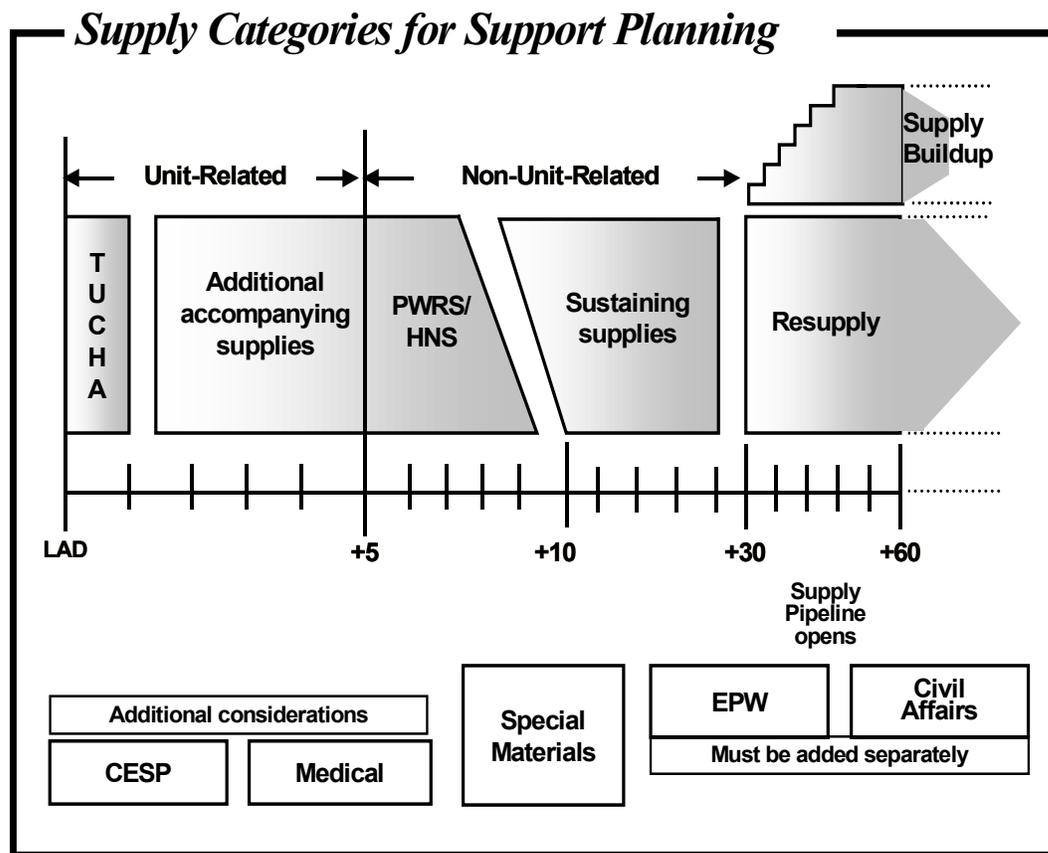


Figure 4-38

(b) To maintain effective contact with the enemy may require considerably more than the basic load. When a unit deploys, it is normally required to arrive with enough supplies to perform its mission without being resupplied for a stated period ranging from one to five days. The CINC defines in the concept of operations the length of time that the unit must be self-sustaining. Additional accompanying supplies extend the period supported by the basic load. The amount of additional accompanying supplies that must be added to the basic load quantities varies from unit to unit; it depends on the unit's mission and doctrine. The quantity of additional accompanying supplies must be calculated and added to the OPLAN TPFDD for arrival with the unit. These supplies are unit specific and are readily identifiable for the specific unit.

(2) Non-unit-related supplies and equipment include all support requirements that are not in the Service-generated type unit descriptions or augmented by accompanying supplies. These supplies are not identified for a specific unit, thus the designation non-unit-related. It is useful to further divide the broad category of non-unit-related supplies into subcategories.

(a) Army War Reserve Pre-positioned Sets (AWRPS) are a forward-deployed part of the nation's total war reserve stocks. Because strategic transportation assets are limited, especially in the early days of a deployment, pre-positioning supplies eliminates some of the competition for strategic lift. Pre-positioning is an essential sustainment asset that further bridges the time between when a unit begins to operate in the theater and when continuous resupply is established. The Army's AWR-3 Program, the Marine Corps Maritime Pre-positioning Ships, and the Army and Air Force Afloat Pre-positioning Ships (APS) program in the Mediterranean Sea and the Indian and Pacific Oceans are examples of afloat pre-positioned war materials that substantially reduce the near-term strategic lift requirement for unit equipment allowance, basic load, and additional accompanying supplies.

(b) Sustaining supplies are needed by forces to support them from the time their accompanying supplies and the afloat pre-positioning force (APF) (if available) run out until the continuous resupply pipeline opens. This is especially true if forces have deployed over long distances. The continuous resupply pipeline largely depends on sealift. Sealift could take days or weeks to begin making regular deliveries, because of the loading and unloading time at the ports, and the sailing time between them. Sustaining supplies, therefore, are normally delivered by airlift.

(c) Resupply includes all the materiel needed to sustain the forces and is the supplies necessary to replenish the consumed supplies. Quantities to supply all in-place and deploying units in the theater are computed. Resupply will be a continuous requirement as long as forces remain in an area of operations.

(d) Supply buildup includes all supplies above the consumption rate that can be delivered into the area of operations and stockpiled. The stockpile then acts as a buffer in the supply system that can continue to sustain the forces should the supply pipeline be temporarily interrupted. Supply buildup policy is defined in the concept of support in the CINC's Strategic Concept. For example, the policy may specify that a 15-day supply buildup of all supply classes be in place at the end of 30 days.

(e) Replacement personnel are categorized as a non-unit-related requirement that is designed to keep all units daily at 100 percent combat effectiveness. The requirement for replacement personnel is computed using Service attrition factors at various rates for noncombat losses and intensities of combat. Replacements are time-phased into replacement centers within the objective area at regular intervals. On the other hand, filler personnel are individuals of suitable grade and skill initially required to bring a unit to its authorized strength.

(3) The ADP support for deliberate planning generates the strategic deployment of supply requirements to a port of support (POS), which is to supplies essentially what a POD is to forces – the terminus of strategic movement. The POS is also significant because some supplies, POL and ammunition for instance, require special facilities or cannot be offloaded at some ports without significant disruption of port activity. From each

POS, supplies will be made available to designated units. Component planners designate ports of support (air cargo, general sea cargo, POL, and munitions) for every location where forces will be operating. From the POS the responsibility for onward transport may fall to each component commander or to a designated component command within a specified area, depending on how the CINC sets up intratheater supply through his directive authority.

(4) The terms “classes” and “subclasses” of supply have been used. The hundreds of thousands of items in the federal supply system are categorized in one of ten broad classes. **Figure 4-39** lists these classes. It further indicates the magnitude of the planning problem that results from the calculation, even in general terms, of the supplies required to first prepare an armed force for an operation and then continue to sustain it. Deployment planning focuses on very broad categories, but it does subdivide the 10 classes into a total of just over 40 subclasses. For instance, ammunition is subdivided into ammo-air and ammo-ground; subsistence is divided into subclasses for in-flight rations, refrigerated rations, nonrefrigerated rations, combat rations, and water.

418. STEP 3 – NBC DEFENSE AND NUCLEAR PLANNING

a. Nuclear/biological/chemical (NBC) defense planning

(1) Enemy use of NBC weapons has the potential to significantly affect U.S. operations. The enemy’s capability presents major defensive problems and requires in-depth study and detailed planning.

(2) The component commands submit their NBC defense requirements to the supported command. Service component commanders’ plans for operations in an NBC environment are consolidated into a single joint stand-alone TPFDD file, separate from the OPLAN TPFDD. Guidance for NBC defense operations is found in Appendix 2 to Annex C in CJCSM 3122.03A. Planning considerations include enemy NBC capabilities; friendly NBC defensive capabilities; participation of allies in NBC defense operations; related assumptions; shipment, intratheater receipt, pre-positioning, issue, and accountability of NBC defense equipment; subordinate tasks; and procedures and responsibilities for furnishing NBC defensive logistics support to allied forces, if applicable.

b. Nuclear planning

(1) **Introduction.** The possible proliferation of nuclear weapons in the world presents the joint planner with new problems. Nuclear planning considers the possibility that nuclear weapons may be introduced in combat; planners must assess the impact that would have on their operations. Because the use of nuclear weapons in any military operation would be so influential, there is a temptation to make one of two tacit assumptions during planning: either nuclear weapons will not be used at all or nuclear weapons can be

Classes and Subclasses of Supply

	Symbols		Subclasses
CLASS I Subsistence			A - NONPERISHABLE C - COMBAT RATIONS R - REFRIGERATED S - NONREFRIGERATED W - WATER
CLASS II Clothing, individual equip, tools, admin supplies			A - AIR B - GROUND SUPPORT MATERIEL E - GENERAL SUPPLIES F - CLOTHING G - ELECTRONICS M - WEAPONS T - INDUSTRIAL SUPPLIES
CLASS III Petroleum, oils, lubricants			A - POL FOR AIRCRAFT W - POL FOR SURFACE VEHICLES P - PACKAGED POL
CLASS IV Construction materials			A - CONSTRUCTION B - BARRIER
CLASS V Ammunition			A - AIR DELIVERY W - GROUND
CLASS VI Personal demand items		 	A - AIR B - GROUND SUPPORT MATERIEL D - ADMIN VEHICLES G - ELECTRONICS K - TACTICAL VEHICLES L - MISSILES M - WEAPONS N - SPECIAL WEAPONS T - INDUSTRIAL MATERIEL X - AIRCRAFT ENGINES
CLASS VII Major end items: racks, pylons tracked vehicles, etc.			A - AIR B - GROUND SUPPORT MATERIEL D - ADMIN VEHICLES G - ELECTRONICS K - TACTICAL VEHICLES L - MISSILES M - WEAPONS N - SPECIAL WEAPONS T - INDUSTRIAL MATERIEL X - AIRCRAFT ENGINES
CLASS VIII Medical materials			A - MEDICAL MATERIAL B - BLOOD/FLUIDS
CLASS IX Repair parts			A - AIR B - GROUND SUPPORT MATERIEL D - ADMIN VEHICLES G - ELECTRONICS K - TACTICAL VEHICLES L - MISSILES M - WEAPONS N - SPECIAL WEAPONS T - INDUSTRIAL MATERIEL X - AIRCRAFT ENGINES
CLASS X Material for nonmilitary programs		 	

Figure 4-39

quickly employed by friendly forces if the need arises. Either assumption can be dangerous. The joint planner must work with a realistic appreciation of both the possibility of the employment of nuclear weapons and the CINC's lack of effective control over the decision for their initial use. Nuclear planning guidance issued at the unified or combined command level is usually based on political policies. It stems from national-level considerations, but is influenced by the military mission. Nuclear planning is conducted by the U.S. Strategic Command (USSTRATCOM) in coordination with U.S. combatant commanders and certain allied commanders.

(2) Guidance for documenting the planning for nuclear operations is found in CJCSI 3110.04 (Supplemental Instruction to the JSCP). There are many areas to consider, including nuclear initiation, assumptions, enemy nuclear capabilities and defense options, friendly nuclear assigned support tasks, concept of nuclear operations, weapon allocations, targeting, limitations, and reconnaissance operations to support nuclear operations.

419. STEP 4 – TRANSPORTATION PLANNING

a. Overview of transportation planning (Figure 4-40)

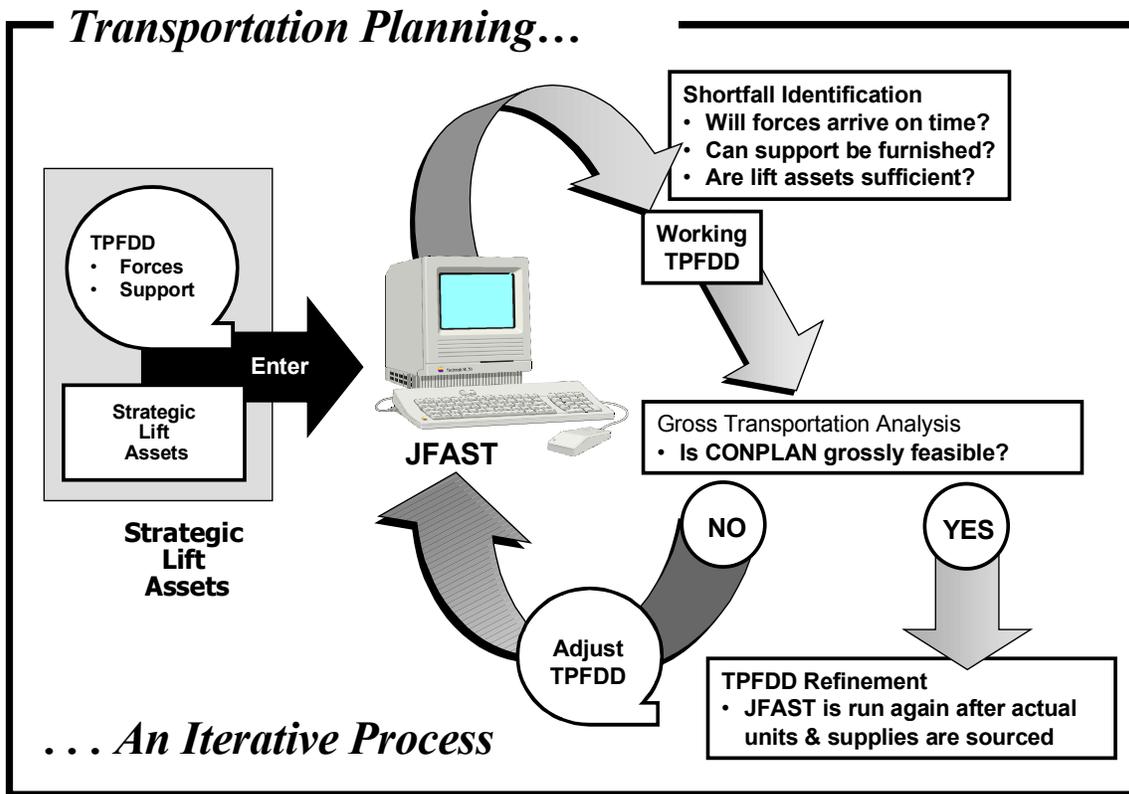


Figure 4-40

(1) The supported commander does transportation planning. This step and two others outline the procedures to solve the complex strategic movement problem. The task is to simulate the strategic movement of requirements generated by component planners during the force planning and support planning steps using organic lift and the apportioned common-user strategic transportation resources. The goal in transportation planning is to produce a feasible strategic transportation movement in support of the CINC's plan, a very difficult and complex thing to do. It is an iterative process: if the simulation of movement indicates that the forces and nonunit supplies cannot be moved in time, planners identify the problems, evaluate their impact on the overall plan, incorporate solutions, and, if necessary, simulate the strategic move again. **Figure 4-40** illustrates the relationships between the three steps: transportation planning, shortfall identification, and transportation feasibility analysis.

(2) As **Figure 4-36** (The Flow of Resources) illustrates, the strategic movement is only part of a complex logistics problem: units must travel from home or ORIGIN to POE, supplies must be requisitioned and delivered on time to the POE, combat force loading must be done according to the type of offloading expected (amphibious assault, airdrop, administrative, etc.), and there are always competing demands for lift resources and support facilities. Transportation feasibility should not be confused with overall plan feasibility. Strategic transportation (**Figure 4-41**) is only one element in the picture of overall plan feasibility; transportation from ORIGIN to POE, and POD to DEST, must be available as well as the actual capability to furnish the nonunit supply requirements calculated in the support planning step.

<i>Strategic Mobility Options</i>	
<u>AIRLIFT</u>	<u>SEALIFT</u>
<ul style="list-style-type: none"> • Very fast • Very flexible • Limited capacity • Most expensive • Airfield-dependent • Requires special unloading equipment (CRAF/KC-10) 	<ul style="list-style-type: none"> • Slow to very slow • Some flexibility • Huge capacity (1 ship=130 C-5s) • Least expensive • Seaport-dependent • Requires special offloading equipment (civilian ships)

Figure 4-41

b. Before the iterative transportation planning process can begin, all force and non-unit records must be entered into the TPFDD. Each entry equates to a movement requirement; if not all the requirements are known, their movement cannot be simulated to determine feasibility and make adjustments as required.

(1) Component commanders have already considered the competing demands for limited strategic transportation; limitations of the support capabilities at intermediate locations along the route; limitations of the personnel processing, materiel handling, and materiel storage capabilities at the POE and POD; capabilities of theater transportation between POD and DEST; and required transport time between POD and DEST, etc. In concept development, component planners determined key logistical elements, such as the size of forces, equipment, and nonunit supplies; probable ORIGIN, POE, POD, POS, marshalling and assembly requirements, and DEST; the expected timing to reach each stop along the way, etc. Phasing of movement was planned, and the CINC may have already issued guidelines to divide apportioned lift resources among the components.

(2) At this point in deployment planning, a completed movement plan considers competition for limited lift assets, mobility support facilities, and priorities of the CINC to support the concept of operations. USTRANSCOM reviews the TPFDD file with CINC-assigned PODs and identifies preferred POEs.

(3) The Service component planners designate as many actual units as they can to replace the generic (notional) type units in the force list, taking into account the CINC-assigned POD and USTRANSCOM's preferred POE, and identify any support problems to the supported commander. This process of assigning actual units to force requirements is known as sourcing.

(a) Army sourcing of CONUS-based forces begins in force selection by USJFCOM's Army component, the Forces Command (FORSCOM).

(b) Air Force sourcing of CONUS-based forces begins in force selection by USJFCOM's Air Force component, the Air Combat Command (ACC). The Air Force distributes its apportioned force list to major commands and separate operating agencies to source combat and support units; the War Mobilization Plan, Volume 3, the Air Force planning document, identifies real-world forces available for deployment, employment, and redeployment in support of listed plans.

(c) At this stage in planning, the Navy sources only a few requirements. The OPLAN is a planning document covering the period specified by the JSCP, while specific Navy resources that would be used in the plan are highly mobile. For example, a carrier battle group that is in Norfolk today may be in the Indian Ocean a month later. Generally, the Navy will complete sourcing only during crisis action planning, when operation plans are converted to OPORDs.

(d) Sourced requirements in the TPFDD file contain the same kinds of detailed data for actual real-world units that they previously contained for the generic (notional) type units.

(4) The TPFDD is modeled using the Joint Flow Analysis System for Transportation (JFAST); (**Figure 4-42**) that is, the strategic deployment of all transportation requirements, forces and supplies, is simulated reflecting the deployment portion of the plan's concept of operation.

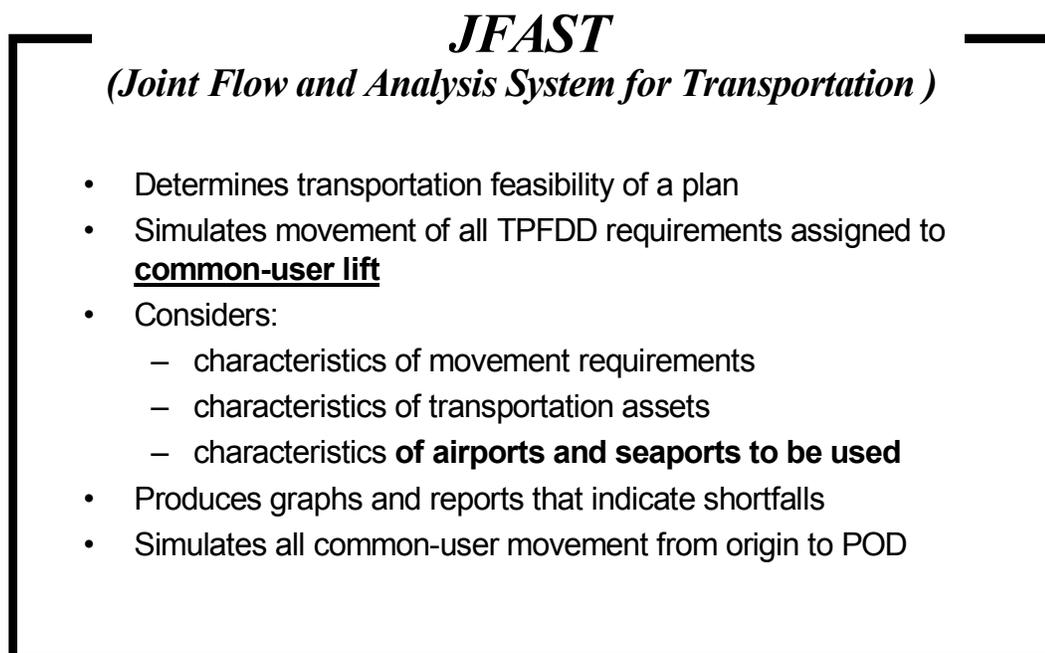


Figure 4-42

(5) The LAD at the POD or POS, as applicable, was established for each requirement when TPFDD record entries were completed. The movement simulation software in JFAST calculates a Feasible Available to Load Date (FALD) for each requirement at its POE, if the resource being moved requires land movement furnished by the Military Traffic Management Command (MTMC). JFAST also computes an arrival/unloading date at the POD or POS, given the factors that influence the movement of forces and nonunit supplies, and the data in the TPFDD. The transportation feasibility of the OPLAN is determined by comparing the arrival/unloading dates reflected by JFAST to the LAD for TPFDD, checking to see that there is sufficient port throughput capability, and looking to see if there is sufficient common-user airlift and sealift capacity to move the force and its support. If the JFAST calculated dates meet the LAD requirements in the TPFDD, the plan can be judged to be grossly transportation-feasible.

(6) When it is determined that the expected arrival of forces and supplies at the DEST does not conform to CINC requirements, a shortfall is said to exist. The shortfall may be attributed to any single cause or combinations of many causes, but the shortfalls discussed here are transportation shortfalls. The realization that a shortfall exists may come from a detailed computer simulation, manual calculations by skilled logisticians, or a “best guess” by an experienced operation planner. The earlier a shortfall is discovered, the earlier planners can explore solutions to eliminate/mitigate the shortfall or make necessary changes to the plan.

420. RETROGRADE, NEO, AND MEDEVAC PLANNING

a. **Introduction.** Although not included as a distinct step in plan development, the requirement to transport personnel and materiel from the theater of operations requires close coordination. The movement of equipment requiring repair, noncombatant evacuation operations (NEO), and medical evacuation out of the combat theater are also concerns of the logistics planner. Recent experience with transportation simulation has demonstrated that the transportation requirements for these categories are far more of a problem than originally anticipated. The expectation of “more than enough airplanes to haul stuff back to the States” is no longer accepted without considerable planning efforts to support that contention. To consolidate medical evacuation, NEO, and other retrograde requirements, a separate retrograde TPFDD is usually created.

b. The Department of State (DOS) is primarily responsible for NEO and determines whether and when NEO operations are executed. The combatant commands are responsible for furnishing support and conducting NEO operations. DOD Directive 5100.51, “Protection and Evacuation of U.S. Citizens and Certain Designated Aliens in Danger Areas Abroad,” gives guidance on protection and evacuation of U.S. citizens. Regional combatant commanders also prepare a NEO FUNCPLAN to support potential NEO requirements within their AOR. When the DOS requests DOD support to execute a NEO, the supported commander develops an OPORD with time-phased NEO requirements developed in coordination with DOS or its designated representative (normally the affected country’s U.S. Ambassador) and USCINTRANS. If a retrograde TPFDD is developed for an OPLAN, the anticipated NEO requirements may be added to the other identified requirements.

(1) The joint planner preparing NEO plans works in coordination with the Department of State and the embassy in the country concerned. Biennially, the Department of State submits to the Department of Defense an estimate of the number of Americans in each country, their status, and transportation requirements at each alert condition. Each embassy also maintains an “F-77” form that contains a current estimate of U.S. citizens in that country. Each embassy also maintains plans for notifying Americans of potential danger or possible evacuation from the country. This alert system is graduated from warning to imminent unrest/hostile action.

(2) The DOS has a crisis response organization to monitor and advise on NEO. The operations center keeps 24-hour watch on world conditions; the staff includes a military representative. The regional bureaus and country desks monitor specific activities within their geographic areas of responsibility. An interagency task force working group, called the Washington Liaison Group, may be established to plan and conduct operations during heightened alert conditions. Within the affected country's U.S. embassy, the country team, composed of the ambassador and selected staff members, is the focal point for combatant command coordination of NEO planning.

(3) A Department of State request for assistance generally does not come until an alert condition of imminent unrest/hostile actions exists or host-nation and civil channels are not available to conduct NEO.

421. STEP 5 – SHORTFALL IDENTIFICATION

a. Shortfall identification, like transportation planning, does not occur at only one point in deliberate planning. The supported commander should continually identify shortfalls throughout the planning process and, where possible, should resolve them by early coordination and conference with component commanders and supporting commanders. This step focuses on identifying and resolving transportation shortfalls highlighted by the deployment simulation conducted during transportation planning.

b. Shortfalls are identified in a variety of ways; the computer-simulated movement performed in transportation planning, however, identifies the simulated late arrival of forces and nonunit records. Reports generated during the computer simulation also identify reasons for the late arrivals: shortage of lift resources, overloaded mobility support facilities, excessive requirements for intratheater lift, etc.

(1) Planners make reasonable corrections or adjustments to the movement requirements. For example, analysis might show that shortfalls are caused by inadequate materiel-handling capacity. Planners could initiate a solution by rescheduling shipments when the POE is not operating at full capacity or identifying an alternate POE for some TPFDD movement requirements. They should restrict adjustments to those that will not affect the CINC's concept of operations or concept of support.

(2) Planners identify unresolved shortfalls for corrective action by higher-level decision-makers, or those that must be resolved with other commanders by compromise or mutual agreement. The CINC alone approves changes that affect the concept of operations or the concept of support.

c. In conjunction with subordinate and supporting commanders, planners may use any one or a combination of the following alternatives to resolve transportation shortfalls:

- change priority of force or nonunit cargo records
- adjust POEs, PODs, routing, and timing
- change mode or source of strategic lift
- adjust pre-positioned forces or resources
- enhance facility capabilities with new construction or upgrading
- seek additional assets
- conclude contractual agreements or inter-Service support agreements
- arrange for host-nation support
- as a last resort, redefine the concept of operations

d. Situations may occur when the identified shortfall simply cannot be resolved (inadequate forces or transportation apportioned in the JSCP or furnished by the Services to accomplish the assigned task) and no alternative within the CINC's authority would result in a satisfactory solution.

(1) In such a situation, the shortfall and other critical limiting factors and their impact on mission accomplishment, the associated risk of not resolving the shortfall, the threat level that apportioned resources can meet, and any recommended change in the task assignment are submitted to CJCS for resolution.

(2) However, plan development based on apportioned resources continues; OPLAN completion is not delayed pending resolution of shortfalls or limiting factors. Paragraph 10 of the Plan Summary will assess the impact of shortfalls and limiting factors and list the tasks that cannot be accomplished. Planners submit a separate TPFDD identifying shortfall force and nonunit cargo records.

(3) When planners identify a problem that adversely affects the OPLAN, they act immediately either to correct it or to coordinate its resolution. Problems get more difficult to handle the longer they go unresolved. If numerous shortfalls are left for resolution until this step in planning, the work required to resolve them becomes complicated and frustrating.

e. The CINC usually calls a plan development conference to review initial closure profiles and to assess the feasibility of closure to meet the OPLAN's concept of operations. Here planners consider shortfalls unresolved by the planning staffs, explore solutions, and assess resulting risks. All subordinate and supporting commands attend the conference at the invitation of the supported commander. This should not be the first time the planning staffs of supporting commanders have coordinated on the development of the plan. However, it may be the first time that they make hard decisions and compromises to resolve crucial, previously unresolvable shortfalls.

422. STEP 6 – TRANSPORTATION FEASIBILITY ANALYSIS

a. Transportation planning has been going on long before the planner reaches this step in plan development. Hasty analyses that manually simulated the transportation movement were performed as early as the staff estimate step in the concept development phase; repeatedly, shortfalls have been identified and resolved without fanfare. In the transportation planning and shortfall identification steps, planners collected and added information to the computer database, identified shortfalls, and implemented the formal process for handling the unresolved shortfalls.

b. Strategic transportation is formally analyzed in Step 6. After the computer simulation and, possibly, several iterations of the transportation steps, the result is the conclusion by the CINC that the OPLAN is grossly transportation-feasible and ready for TPFDD refinement. There is no finite definition for “grossly transportation-feasible.” Computer modeling of the TPFDD can demonstrate whether or not the CINC appears to have sufficient strategic lift resources apportioned to handle the planned flow of forces and their sustainment. This conclusion must be reached before the CINC can forward the OPLAN to the supporting commands, agencies, and USTRANSCOM for TPFDD refinement.

423. STEP 7 – TPFDD REFINEMENT (Figure 4-43)

TPFDD Refinement Conferences

- **Forces Conference: Services source and tailor major combat forces for the plan then determine the CS/CSS forces required to support those combat forces.**
- **Logistics Conference: Participants identify the quantities of supplies, equipment, and replacement personnel required to sustain the forces selected during force planning.**
- **Transportation Conference: Participants simulate the strategic movement of the forces and supplies to determine if the plan is still transportationally feasible and complies with the CINC approved concept of operations.**

Figure 4-43

a. For OPLAN development, the TPFDD refinement process consists of several discrete steps or phases that may be conducted sequentially or concurrently, in whole or in part. These steps support other elements of the plan development phase: force plan-

ning, support planning, transportation planning, and shortfall identification. These plan development steps are collectively referred to as TPFDD refinement. The normal TPFDD refinement process consists of sequentially refining forces, logistics, and transportation data to develop a TPFDD file that supports a feasible and adequate plan. Database size and time constraints may cause overlapping of several refinement phases. The TPFDD file for regional plans is normally refined using two refinement conferences, combined Forces and Logistics Conference, and a Transportation Conference. TPFDD files for MTW OPLANs may be refined at three separate conferences (Forces, Logistics, and Transportation Conferences) as are TPFDD files for global plans. Refinement conferences may be combined or omitted as required to achieve the most efficient refinement of either a single OPLAN or a family of OPLANs developed for a common planning task. For regional plans, that decision is made by the supported commander in consultation with the Joint Staff and USTRANSCOM. For global planning, the decision will be made by the Joint Staff in coordination with the combatant commands. The supported commander conducts conferences for regional plans in conjunction with USTRANSCOM and in coordination with the Joint Staff. The Joint Staff conducts conferences for global plans in conjunction with USTRANSCOM and in coordination with the combatant commanders.

(1) **Forces refinement.** This initial phase of TPFDD refinement is conducted in coordination with supported and supporting commanders, the Services, the Joint Staff, and other supporting agencies. USCINTRANS normally hosts forces refinement conferences at the request of the supported commander. The purpose of forces refinement is to confirm that forces are sourced and tailored within JSCP, Joint Staff, and Service guidance; to assess the adequacy of CS and CSS force planning; and to resolve shortfalls. USTRANSCOM furnishes sealift and airlift capability estimates based on lift apportionment throughout the process to ensure transportation feasibility.

(a) Before any forces refinement conference, supported commanders update force lists against the latest TUCHA file, which contains the type unit information accessed by JOPES application software. The Services update the TUCHA file quarterly to reflect current force structure and data.

(b) Movement requirements to compensate for shortfalls of pre-positioned equipment are furnished to the supported commander by the appropriate component command before any forces refinement conference.

(c) Before any forces refinement conference, the Services ensure that the Logistics Factors File and Civil Engineering Support Planning File reflect current data. These files are OPLAN-specific and interface with other JOPES applications to generate TPFDD requirements.

(d) Before any forces refinement conference, the Services ensure that the latest quarterly update of the Service Force Module Library has been completed.

(e) Forces TPFDD files are sourced by sourcing agencies at least 30 days (or as specified in coordinating instructions) before any forces refinement conference. Joint Staff J-3, as functional database manager, monitors and facilitates the transfer of data, as required.

(2) **Logistics refinement.** This second phase of TPFDD refinement is primarily conducted by the Service logistics sourcing agencies, Defense Logistics Agency (DLA), and CINC components under the overall direction of the Joint Staff and/or the supported commander. USCINCTRANS normally hosts logistics refinement conferences for the Joint Staff and the supported commander. The purpose of logistics refinement is to confirm sourcing of logistics requirements per JSCP, Joint Staff, and Service guidance and to assess (by the Joint Staff and the supported commander) the adequacy of resources furnished by support planning, including complete medical and civil engineering support planning.

(a) The logistics community begins refinement of the TPFDD with a completely sourced and adequate force list TPFDD furnished by the supported commander.

(b) Before logistics refinement conferences, the CINCs, Services, and defense agencies involved develop and/or source facilities and materiel support requirements.

(c) Before the start of the logistics phase, Services and supported commanders ensure that the appropriate planning factors are mutually agreeable and used throughout the logistics refinement process.

(d) During logistics refinement conferences, the CINCs, Services, and defense agencies involved resolve problems regarding non-unit-related personnel, cargo, retrograde, medical evacuee, and resupply records, including shortfalls.

(e) Before a logistics refinement conference, USCINCTRANS assesses initial common-user transportation feasibility in coordination with the supported commander and the Joint Staff, and gives the results to the conference participants. At the conclusion of the logistics refinement conference, USCINCTRANS reassesses transportation feasibility for the supported commander to ensure that the TPFDD is ready for transportation component command flow.

(3) **Transportation refinement.** Transportation refinement is conducted by USCINCTRANS in coordination with the supported CINC, Joint Staff, Services, and other CINCs. USCINCTRANS normally hosts transportation refinement conferences. The purpose of transportation refinement is to adjust the flow of OPLANs to ensure that they are transportation-feasible and are consistent with JSCP, Joint Staff, and Service guidance.

(a) Transportation refinement begins with the supported commander giving a sourced TPFDD file to USCINCTRANS for transportation flow.

(b) During the transportation conference, participants resolve transportation-related problems, as well as coordinate combined transportation requirements and shortfalls. Movement tables are furnished and the supported commander determines whether the closure profile is consistent with his concept of operations.

b. USTRANSCOM assesses the gross transportation feasibility of the OPLAN when force and logistics TPFDD refinement is completed. If a plan is determined to be grossly transportation-feasible at that stage, the Joint Staff in coordination with the supported commander may consider the OPLAN "effective for planning." This concept recognizes that the work to date is valid and current and could be used for execution before submitting the final OPLAN for CJCS approval. Designation as effective for planning is predicated on the fact that the CINC's Strategic Concept for the plan has received CJCS approval, sustainment requirements have been generated, and the check for gross transportation feasibility indicated the plan was transportation-feasible.

c. The supported commander, in coordination with the Joint Staff and USCINCTRANS, publishes refinement guidance in the TPFDD LOI prepared at the beginning of the plan development phase of deliberate planning.

(1) To enhance the flexibility and utility of the JOPES database, TPFDD data is intensively managed and updated. This is done to ensure database accuracy to facilitate rapid conversion to an OPOD in crisis action planning. This intensive management includes replacing sourced units that are changed or deactivated, updating the TUCHA and other standard reference files, and updating force lists based on JSCP changes to Service force structure.

(2) Normally, representatives of the supported commander, supporting commanders, the Joint Staff, Services, defense agencies, and components attend refinement conferences.

(3) Completed TPFDD files are normally made available to refinement participants through USCINCTRANS no less than 30 days before refinement conferences. Medical working files, personnel working files, planning factors files, ports of support files, unit consumption factors files, and control files will be submitted with the TPFDD file.

(4) The supported commander certifies that the TPFDD file is ready for refinement.

424. STEP 8 – PLAN DOCUMENTATION

a. **Definition.** Plan documentation is the final step in the plan development phase of deliberate planning. The objective is to document the OPLAN in JOPES format for submission to CJCS for final review and distribution to the JPEC. The fully documented plan, including its refined TPFDD, is an operation plan in complete format.

(1) The OPLAN includes a summary, a basic plan, a series of detailed annexes, and other administrative documents describing the CINC's concept in great detail. The basic plan describes the situation, mission, plan of execution, and administration and logistics concepts, and identifies the CINC's plan for command and control.

(2) The annexes provide the details of the OPLAN: commands supporting the plan (task organization), intelligence, operations, logistics, personnel, and a multitude of other vital subjects. The annexes further expand the OPLAN's information by a long list of appendixes that contain an even more detailed statement of the CINC's concept for specific elements of the plan. CJCSM 3122.04 contains guidance for preparing many of the classified annexes and appendixes.

(3) Information gathered by the planning staff during the entire deliberate planning process is used for plan documentation. The actual writing of individual elements of the plan need not wait until this step; it begins when there is enough information for each particular topic. The CINC's Strategic Concept, prepared during the concept development phase, normally serves as the substantial beginning for OPLAN documentation. Information on new or expanded details that were not included in the CINC's Strategic Concept are now collected and included in the final OPLAN document.

(4) CJCSM 3122.03A (JOPES Volume II) contains administrative guidance and formats for the OPLAN. **Figure 4-44** shows the major elements of an OPLAN and a list of annexes.

(5) The documentation of the OPLAN reflects the latest changes to the TPFDD resulting from the refinement process. Planners often make changes that are absolutely necessary to close the force. While the CINC or other appropriate members of the staff approved them, it is possible that these changes have altered the original concept of operations. The documentation step is the final opportunity to meld the computer description of the operation, manifested in the TPFDD, with its written description.

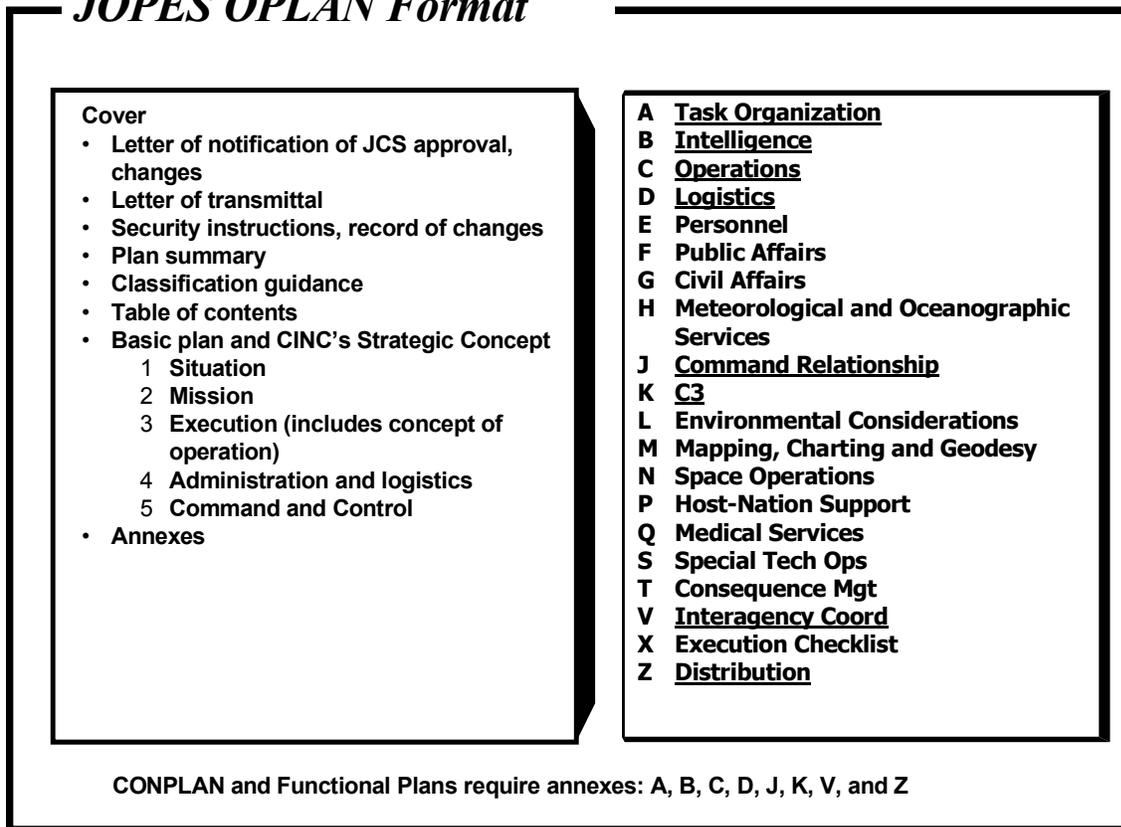
JOPES OPLAN Format

Figure 4-44

b. The documentation step includes not only preparing the written package but also producing the TPFDD updated by the refinement process. Supporting commands and agencies that receive the plan can review the database on-line via GCCS. If the plan is sent to an organization that does not have access to the necessary JOPES ADP capabilities, selected information can be extracted from the TPFDD and included in the written plan. The Time-Phased Force and Deployment List (TPFDL) is just such a printed computer product that displays extracts of specific data from the TPFDD file. The TPFDL may be included as Appendix 1 to Annex A of the OPLAN.

PLAN REVIEW PHASE

425. PLAN REVIEW PHASE

References: CJCSM 3122.01
CJCSM 3141.01A, “Procedures for the Review of Operation Plans.”

a. **Introduction.** In this phase, the Joint Staff performs or coordinates a final review of operation plans submitted by the combatant CINCs. It is a formal review of an entire operation plan. Approval of the plan is the signal to subordinate and supporting commands to develop their plans in support of the CINC’s concept. The supporting commanders don’t wait until the plan is approved before beginning to develop their supporting plans; they have been involved in doing this while the CINC has been building the plan.

b. **Sources of plans for review.** CJCS has statutory responsibility for reviewing contingency plans. By this authority, the Joint Staff reviews plans from the following sources:

- Operation plans submitted by the CINCs in response to JSCP requirements and other CJCS directives, including:
 - new operation plans
 - existing plans, as changed
 - existing plans recommended for cancellation
 - existing plans recommended for continuation
- Combined military plans and planning studies in coordination with comparable authorities of the other nations
 - Military plans of international treaty organizations. These plans are reviewed by the Chairman when:
 - The U.S. military representative to an international treaty organization requests guidance or comments from the Chairman on a plan
 - A Major NATO Command (MNC), or other NATO command authorized by a MNC, forwards a plan to the nations concerned for national comment
 - Other operation plans designated by the Chairman or specifically requested by the Chief of a Service or CINC

c. **Types of review.** The Joint Staff and JPEC conduct two types of reviews as reflected in **Figure 4-12** (repeated here for clarity).

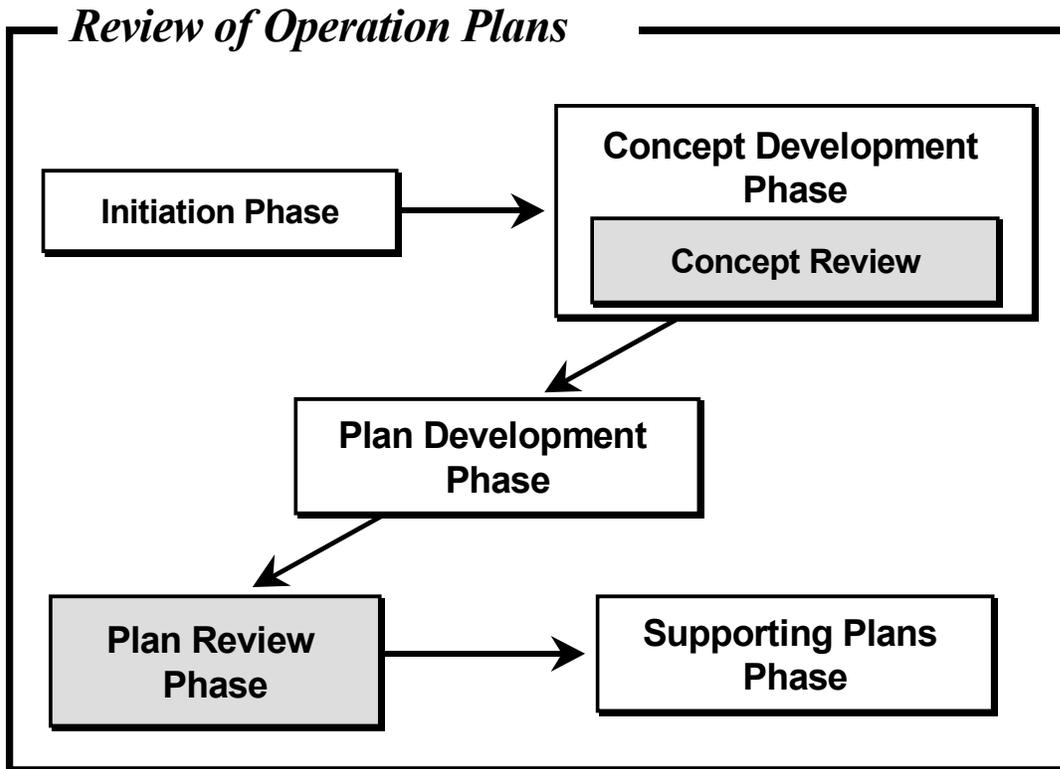


Figure 4-12

(1) **Concept review** is the final step in the concept development phase of the deliberate planning process. The CINC's Strategic Concept is reviewed for adequacy, feasibility, validity of assumptions, compliance with CJCS guidance, consistency with joint doctrine, and acceptability with regard to expected costs and military and political supportability. CJCS concept review is discussed in detail in paragraph 413 of this publication and in Enclosure D to CJCSM 3122.01, JOPES Volume 1.

(2) **Final plan review** is conducted during the **Plan Review Phase** of the deliberate planning process and is applicable to all operation plans. It is a formal review of the entire plan, including TPFDD, updated medical working file, and appropriate civil engineering support planning files, if applicable. When an operation plan is approved, it is effective for execution when directed.

d. **Review criteria (Figure 4-45)**. Approval of the operation plan during final review depends on whether it satisfies the CJCS task assignment and demonstrates the effective use of apportioned resources. This is summarized as adequacy and feasibility. In addition, operation plans are reviewed for consistency with joint doctrine and acceptability.

Plan Review Criteria

- **Adequate: Scope and concept of operations sufficient to accomplish tasks**
- **Feasible: Task can be accomplished with apportioned forces and resources**
- **Acceptable: militarily and politically supportable (Results are worth the cost of the operation)**
- **Concept of operation is consistent with joint doctrine (CJCS Plan Review Guide provides more specific guidance)**

Figure 4-45

(1) The review for adequacy determines whether the scope and concept of planned operations are capable of satisfying the JSCP tasking. The review assesses the validity of the assumptions and compliance with CJCS guidance and joint doctrine.

(2) The review for feasibility determines whether the assigned tasks could be accomplished using available resources. The primary factors considered are whether the resources made available for planning by the JSCP and Service planning documents are being used effectively or whether the plans exceed the apportioned resources.

(3) The review for acceptability ensures that plans are proportional and worth the expected costs. It joins with the criterion of feasibility in ensuring that the mission can be accomplished with available resources and adds the dimension that the plan can be accomplished without incurring excessive losses in personnel, equipment, materiel, time, or position. In addition, using this criteria, the plans are reviewed to ensure that they are consistent with domestic and international law, including the Law of War.

(4) Operation plans incorporate appropriate joint doctrine as stated in approved and final draft or test publications contained in the Joint Doctrine Publication System. Incorporation of appropriate joint doctrine when preparing operation plans streamlines adaptation of operation plans to specific crises in crisis action planning and facilitates execution of operations during all phases and operations for crisis resolution.

e. **CJCS action.** Operation plans submitted to CJCS for review are referred to the Joint Staff Operational Plans and Interoperability Directorate, J-7, which conducts and coordinates the final plan review. Other Joint Staff directorates, the Services, and defense agencies are consulted as required.

(1) **Review comments** are categorized as follows:

(a) **Execution-critical** comments are major deficiencies that negatively affect the capability of the plan to meet the JSCP objective and may prevent execution of the plan as written. Examples include such items as failure to meet assigned tasks, deviations from joint policy, and major logistics shortfalls.

(b) **Substantive** comments are less significant deficiencies that include deviations from CJCS guidance, JOPES formatting, and/or significant errors involving the TPFDD. These deficiencies would not prevent execution of the plan.

(c) **Administrative** comments are comments offered for clarity, accuracy, and consistency. They include such items as outdated references, improper terminology, and minor errors.

(2) Reviews are processed under the provisions of CJCSI 5711.01 and CJCSM 3141.01A. The review should be completed within 60 days of referral. The Director, Joint Staff, may extend the review period if circumstances warrant.

(3) Review results are forwarded to the supported commander by memorandum (or message) stating that the plan is given one of the following dispositions:

(a) Approved (effective for execution, when directed). Any critical shortfalls within plans that cannot be resolved by the supported commander will be outlined within the review comments and the approval memorandum.

(b) Disapproved.

f. **Post-review actions**

(1) Within 30 days of receipt of the CJCS review results memorandum (or message), the supported commander sends a message to the Chairman stating his intentions concerning incorporation of execution-critical comments. A formal change incorporating CJCS execution-critical comments to correct resolvable items will be submitted to CJCS with 60 days of receipt of the review results. Substantive comments must be incorporated into the first change or by the next CJCS review. A formal change incorporating substantive comments must be submitted within 180 days of initial CJCS approval of an OPLAN/CONPLAN. Subsequent submissions of formal changes are made at CINC discretion and/or Chairman direction. A supported commander with substantial justification to request resolution of review comments should forward his recommendations in a memorandum to the Joint Staff proponent for the deliberate planning process, the Director, J-7.

(2) Within 15 days of receipt of the CJCS review results memorandum (or message), the supported commander sends a message to the component commands notifying them of

(a) operation plan approval status;

(b) operation plans replaced, deleted, or changed as a result of CJCS review; and

(c) component commands' responsibilities to notify supporting commands and agencies of operation plan effectiveness and taskings.

(3) Within 15 days of receipt of the supported command's operation plan review notification message, component commanders send a message to all supporting commands and Service agencies that are assigned tasks within the plan, relaying operation plan status and effectiveness.

(4) When a formal change is received, the Joint Staff reviews it to verify incorporation of CJCS comments. The scope of the review is determined case by case.

(5) Supporting plans prepared by subordinate and supporting commanders and other agencies are normally reviewed and approved by the supported commander. Supported commanders advise the Joint Staff when issues from these reviews cannot be resolved between the commanders concerned.

(6) See CJCSM 3122.01, Enclosure D for review procedures for Combined Plans, Canada-U.S. Combined Plans, and NATO Plans.

SUPPORTING PLANS PHASE

426. SUPPORTING PLANS PHASE

a. During this final phase of the deliberate planning process, the supported commander directs the preparation and submission of supporting plans. These plans focus on what is needed to complete mobilization, deployment, and employment tasks outlined in the CINC's plan. Paragraph 3 of the operation plan and paragraph 3 of the Plan Summary clearly document the task assignments. As required by the CINC's task assignment, component commanders, joint task force commanders, supporting commanders, or other agencies develop supporting plans. As shown in **Figure 4-46**, many of these commanders in turn assign their subordinates the task of preparing additional supporting plans. As an extreme example, a local unit-recall roster ordering an individual Service member to report for duty in case of a contingency can be considered a supporting plan.

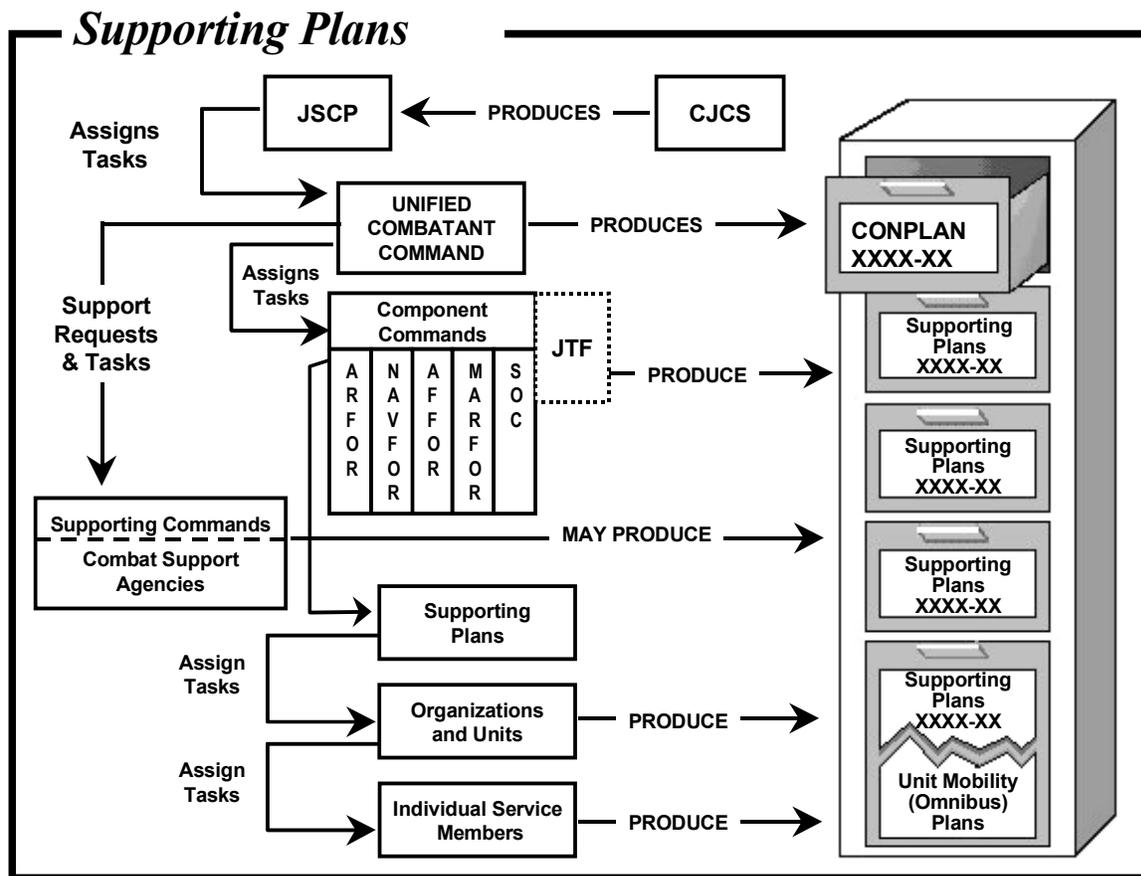


Figure 4-46

b. Enclosure A of CJCSM 3122.03A, contains specific instructions for assigning discrete plan identification numbers (PIDs) to every operation plan entered into the JOPES system. Supporting plans are assigned a PID identical to that of the supported plan. In some cases, however, a command is required to perform essentially the same actions to support two or more supported commander's plans. In these situations, the supporting commander may prepare a single, omnibus plan rather than multiple supporting plans that restate identical material. The supporting plan summary lists the plans it supports, and the supporting plan PID is assigned without regard to the PIDs of the plans it supports.

c. Employment plans normally are the responsibility of the commander who will direct the forces when the plan is converted into an OPORD and executed. In many cases, however, the politico-military situation cannot be clearly predicted, so detailed employment planning may be delayed until circumstances require it.

d. Supporting plans, when required by the supported commander, are submitted by the supporting command or agency within 60 days after CJCS approval of the supported plan. Information in the supported plan need not be repeated in the supporting plan unless the supported commander so directs. In the absence of Joint Staff instructions to the contrary, the supported commander reviews and approves supporting plans. CJCS may be asked to resolve issues that arise during the review of supporting plans, and the Joint Staff, on behalf of CJCS, can review any supporting plan.

JOPES ADP SUPPORT FOR PLANNING

427. INTRODUCTION. (See Appendix B, *ADP Support for Planning and Execution*, for additional information on automated data processing [ADP] support software, models and joint deployment information systems integration.)

a. The JOPES deliberate planning process would be unacceptably slow, unresponsive, and inflexible without the support of JOPES ADP. In the deliberate planning process, planners develop, analyze, refine, review, and maintain joint operation plans and prepare supporting plans using JOPES ADP. It is also used in crisis action planning to tailor and refine existing operation plans to produce executable OPORDs, or rapidly develop wholly new COAs and work them into executable OPORDs, in response to contingencies as they arise. In deliberate planning, JOPES ADP helps primarily in the plan development phase by facilitating collaborative planning by all involved staff agencies to build and flow the force list, calculate and flow nonunit cargo and personnel required to sustain that force, complete specialized planning such as civil engineering and medical support, and test for gross transportation feasibility. The product of this process is the TPFDD, a transportation-feasible database containing all the forces, materiel, and personnel required to execute and support the CINC's concept of operations, phased into the area of operations at the places and times required by the CINC's concept. The TPFDD can be thought of as an expression of the CINC's concept of operations through the scheduled deployment of the forces and sustainment required to execute the plan. Throughout the planning process, planners have access to several applications programs, first to initialize the TPFDD (create the database), then to add forces, then support, then transportation planning data. During this process the TPFDD grows. Once the TPFDD is built, JOPES ADP helps refine it before and during the refinement conferences. JOPES ADP supports plan review, the development of supporting plans, and TPFDD maintenance to keep the database current (**Figure 4-47**).

b. During crisis action planning (CAP), the objective TPFDD standard is 72-hours from notification and receipt by the supported commander to validation of the TPFDD, in level 4 detail, for the first seven days of the deployment flow (see CJCSI 3020.01). In order to achieve this objective both JOPES systemic and ADP support processes will need to evolve. It will be necessary to change the deployment process from one that is deliberate and sequential into one that is collaborative and concurrent yet provides the

Purpose and Objective of TPFDD Maintenance

- **Incorporate required changes to TPFDD files**
- **Keep OPLAN TPFDD deployment up-to-date for current JSCP period**
- **Support smooth transition to next JSCP planning period**
- **Expedite execution planning in crisis**

Figure 4-47

supported commander the controls necessary to develop a valid, feasible TPFDD that reflects the requirements of the CINC's concept of operations. While focused on the development of executable TPFDDs during CAP, the development of a single-source data system for unit deployments, virtual collaborative planning and management systems, and collaborative, interoperable joint deployment decision support tools will all have an impact on how deliberate planning is accomplished. While the means to accomplish deployment tasks will evolve greatly over the next few years, planners, logisticians and commanders must be remembered these improvements are tool to be used in developing a valid plan, not systems that will reduce or eliminate the need for effective conceptual planning by users.

428. JOPES FILES. (See Appendix B for a list of JOPES ADP Standard Reference Files, Standard Reference files, and Plan-Unique Files.) The JOPES application programs accessed by the planner while building the TPFDD draw information from numerous data files. Standard reference files contain basic, relatively imperishable data required to build any TPFDD. Planning and execution files and support files also furnish data for manipulation by JOPES application programs. The user generates many of these through JOPES application programs. Most standard reference files are plan-independent; that is, the data they contain is not plan-specific, but is valid for generating any plan. Files such as the TUCHA, GEOFILE, and CHSTR are plan-independent. Plan-unique files contain data valid only for a specific plan. Most plan-unique files are created by JOPES applications while building the TPFDD and information is drawn from them by various JOPES applications to generate plan-specific TPFDD data.

429. JOPES/GCCS ADP FOR FORCE PLANNING

a. Unit movement characteristics

(1) Information on movement characteristics of a type (notional) unit is contained in the Type Unit Data File (TUCHA). The acronym “TUCHA” comes from the previous name of the file, Type Unit Characteristics File. The TUCHA describes the capabilities of each type unit in narrative form and defines the unit in terms of total personnel; numbers requiring transportation; categories of cargo in the unit; weight of equipment and accompanying supplies; volume of equipment categorized as bulk, outsize, oversize, or non-air-transportable; and numbers and dimensions of individual units of equipment. The Services maintain the file and update it quarterly.

(2) Unit type codes (UTCs) are used to access data in the TUCHA. These are five-element alphanumeric codes that identify units of common functional characteristics. Service planning documents and automated files list units and show the number of each type available for planning.

(3) The unit identified by UTC in the TUCHA is a type, or “notional” (generic), unit. It is a representative unit with the approximate physical and movement characteristics of all the actual (real-world) units that it represents. It is, therefore, an average, generic approximation of what real-world units of that type should be. It is, for example, *an* infantry battalion as opposed to, say, *the* 2d Battalion, 11th Infantry; or *a* CVN as opposed to, say, *the* USS *Nimitz*; or *an* F-15 fighter squadron as opposed to, say, *the* 1st Fighter Squadron.

b. **Timing of movements.** Before development of each force requirement is finished, the key dates for required movement must be determined and entered for each force record. Beginning with the CINC’s RDD or CRD, the supported commander and subordinate planners calculate the EAD-LAD window at the POD or POS in addition to the EADs and LADs at intermediate locations. Soon, more detailed planning is required, and the Service, supporting commander, and defense agency planners develop the RLDs and ALDs at the ORIGINS and POEs. Determination of these dates is not automated—the responsible planner must enter them.

c. Unique force record descriptions

(1) After the force list has been finished and assembled, each separate force record, or line entry, in it is assigned a plan-unique alphanumeric code called a force requirement number (FRN). When an FRN has been assigned to a unit in a plan, it generally is not changed in the course of the plan. The FRN is useful because it allows the planner to track a unit that may change sequence position in the TPFDD as the TPFDD is worked and refined. FRNs are two, three, four, or five alphanumeric characters that identify a single force requirement.

(2) Two additional characters, called fragmentation and insert codes, may be added to the FRN in positions 6 and 7. These two additional characters identify a force entry that requires more than one iteration of the FRN to satisfy the force requirement, such as three individual brigades to satisfy the requirement for a division, etc. The resulting identifier becomes the unit line number (ULN).

(3) JOPES and the JSCP both require that force planning be done using force modules, described in paragraph 416 of this chapter. Generally, force modules are groupings of combat, combat service, and combat service support forces, with or without appropriate non-unit-related personnel and supplies. The elements of force modules are linked together or uniquely identified so that they can be tracked, extracted, or adjusted as an entity in the planning and execution databases. Force modules offer an efficient way to do force planning and build forces rapidly in the TPFDD. Each individual ULN is identified as being associated with one or more force modules. A three-character alphanumeric identifier called a force module identifier (FMID) identifies each force module in a plan.

(4) To differentiate between CINC OPLAN TPFDD files and force modules in the JOPES database, the first characters of ULNs and FMIDs are assigned in JOPES Volume I. Whenever possible, the force module identifiers for a given TPFDD should be identical to the parent ULN for major combat forces.

d. The preceding descriptors are needed to explain force movements either in narrative form or computer jargon. The JOPES ADP programs use these terms to describe the CINC's concept of operations in the TPFDD. Three basic application programs assist the planner in the force build step, the JOPES Editing Tool (JET) system, the TPFDD Editor of the Joint Flow and Analysis System for Transportation (JFAST), and the Joint Force Requirements Generator-II (JFRG-II). [See Appendix B for a discussion of the TPFDD Editor and JFRG-II]

e. The JOPES Editing Tool (JET) system provides the JPEC with a rapid, user-friendly tool for creating, updating and maintaining TPFDDs. JET assists the planner in creating a force requirements file, analyzing the data, and changing the data. A unique advantage of JET over prior force building tools is that TPFDD changes made in JET are networked to all copies of that TPFDD on GCCS. The data developed in JET will be used later to determine the plan's gross feasibility of transportation. The codes and nomenclature of application programs are often confusing. Some JOPES abbreviations and acronyms will be introduced as necessary information in the force-planning step. ADP support is introduced here because it includes the manual procedures and the rational process for assembling the force list.

(1) **Purpose.** JET allows planners to create, analyze and edit Time-Phased Force and Deployment Data (TPFDD). JET supports force deployment during execution, and logistics planners and operators in deliberate and crisis action planning. JET offers the capability for creating and modifying force and nonunit requirements associated with

OPLANs. It allows manipulation of TPFDD data and creates graphical displays to ease editing and compare transportation capabilities. It allows planners to analyze the force records; select, delete, or modify type units or force modules and modify the information defining movements and narrative descriptions; split the movement of a force record into air and sea shipment; and perform a variety of other operational and administrative functions.

(3) **Files.** JET draws information from numerous databases, including the following:

- TUCHA - descriptions and characteristics of major equipment or cargo categories listed in the major equipment file (MEF)
- GEOFILE - standard worldwide geographic locations
- CHSTR - characteristics of transportation resources
- Permanent databases used for reference, including standard distance files (SDF) and characteristics of airports (APORTS) and seaports (PORTS); transportation assets (ASSETS)
- TUDET - dimensions of equipment found in the type unit equipment detail file

The planner creates the TPFDD using these and other Standard Reference Files (SRFs) to describe in detail the CINC's concept of operations. The planner may also call for standard or ad hoc printed formats for use in analysis and to satisfy administrative requirements of the OPLAN. Access to and within JET is controlled by the Information Resource Manager (IRM) application in GCCS.

f. A much quicker way to identify and add large numbers of units to a plan uses Service/joint force modules and previously created OPLAN-dependent force modules. The Force Module Edit (FMEdit) function of JOPES ADP allows planners to review and modify groups of TPFDD records using force module identifiers.

(1) **Purpose.** Force modules (FMs) already exist that include complete combat packages made up of Combat, CS, and CSS forces in addition to some nonunit cargo and personnel. By gaining access to this library, the planner may build a new TPFDD or modify an existing TPFDD quickly and effectively. JET also allows the planner to go into an existing TPFDD and group force entries into a new or existing FM. A very valuable secondary function of JET is that large groupings of force entries can be identified for ease of monitoring during plan execution or for use in executing deterrent options.

(2) **Foundation.** The force modeling function of JET allows the planner to seek FMs that are either already built and maintained by the Services or (with the proper permissions) built by a CINC during prior OPLAN creation. A supported command's existing OPLANs are especially useful because they have already been sourced and incorporate numerous planning factors and operating parameters that are unique to their areas

of responsibility. Significant combinations of these forces and supplies have already been identified by a unique force module identifier in existing OPLANs for use in subsequent deliberate and crisis action planning. As a result of that work, the CINC can now display and retrieve vast quantities of force module information.

(3) **Flexibility.** The force modeling function of JET includes the following:

- Maintenance defines new force modules, modifies and deletes existing modules, and allows the planner to audit the files by Cargo Increment Number (CIN), Personnel Increment Number (PIN), and ULN.
- Display of FM title, description, and selected indexes
- Print functions for a variety of reports
- Data retrieval permits the planner to include records in or exclude them from the TPFDD/Summary Reference File (SRF).
- Display of the quantity of associated cargo and personnel in each FM by totals for force and separate totals for air and sea transport and source of lift
- Build function permits the planner to create an OPLAN TPFDD by loading an FM library entry into a plan that already includes a plan identifier, classification, and starting FRN/CIN/PIN. Selected FMs can then be quickly added to the new file.

g. **Application.** Component planners use JOPES ADP force-building applications to compile a total component force list. Given the mission, the component planner reviews the type combat forces apportioned in the task-assigning document and called for in the CINC's concept of operations, and determines applicable CS and CSS units from Service planning documents. The plan is built by selecting individual units by UTC or by selecting entire force modules; however, all force requirements are included in force modules.

(1) The merged collection of the components' force lists becomes the CINC's consolidated force list. The database is called the OPLAN Time-Phased Force and Deployment Data file (TPFDD); numerous working papers can be printed that selectively display elements from the data file.

(2) The SRF is created in the database along with the TPFDD. It includes administrative information on the plan identification number, date of the concept of operations, and number of records; force and nonunit record summaries describing numbers of unit and force records, fragmented forces, and aggregated cargo shipments; movement data for nonstandard units not included in the TUCHA; and descriptions of the planning factors and simulated environments used in the ADP support process.

(3) The increased capabilities of GCCS to facilitate meaningful collaborative planning are permitting the component planners to use actual (real-world) forces to build their force lists. This obviously solves many problems early in planning by permitting actual data to be used in place of representative sizes, locations, etc. Some Services list

actual units in Service planning documents; others, like the Navy, are unable to identify specific units very far in advance because of their mobility. Eventually, the type (notional) units will have to be replaced with more accurate information before the completion of plan development. In the case of the Navy, the geographic locations of both combat and support forces change drastically month to month, and most units are self-deploying. Type units are used for most Navy force requirements throughout the deliberate planning process.

(4) **Supported commander's role.** The supported commander participates fully in development of the component force lists. The subordinate commander submits the time-phased force list to the CINC for review and approval. The supported commander has been involved in the concept development and, now, in the details of force planning. By submitting the component force list, the supporting commander indicates full understanding of the concept of operations and confidence that the forces in the force list will support that concept. The CINC's staff merges the component force lists and evaluates the resulting consolidated force list. This consolidated list is analyzed to confirm that it is adequate to perform the mission. When the supported commander concurs with the consolidated force list, the components then add any missing information needed to deploy the forces from origin to destination, such as mode and source of transportation, POD, EAD-LAD, priority of off-load at POD, DEST, and RDD.

430. JOPES ADP FOR SUPPORT PLANNING

a. The Logistics Sustainability and Feasibility Estimator (LOGSAFE) is the baseline GCCS ADP tool currently used in support planning (**Figure 4-48**). This application program calculates the gross non-unit-related equipment and supplies to support the OPLAN. These calculations determine the nonunit movement requirements by using numbers of personnel, number and types of UTCs, Service planning factors, and user-supplied CINC planning guidance from the CINC's Strategic Concept and TPFDD LOI. These gross determinations for supplies are translated into weights and volumes and added to the TPFDD as movement requirements.

(1) **Purpose.** LOGSAFE allows the planner to

- use data from a reference file to create an OPLAN-dependent ports of support file (POSF) categorized by Service, supply destination, air and sea transport, and munitions and POL;
- use data from a JOPES ADP reference file to create Planning Factor Files (PFFs) and UTC Consumption Factor Files (UCFFs) based on Service-developed logistics factors; and
- calculate the nonunit movement requirements.

The planner can also selectively aggregate the data to reduce the number of nonunit cargo records using the EAD-LAD window at each POS and, thus, best phase the movement requirement for sustainment cargoes to support the concept of operations while most efficiently using available lift, and port and materiel handling or transport facilities.

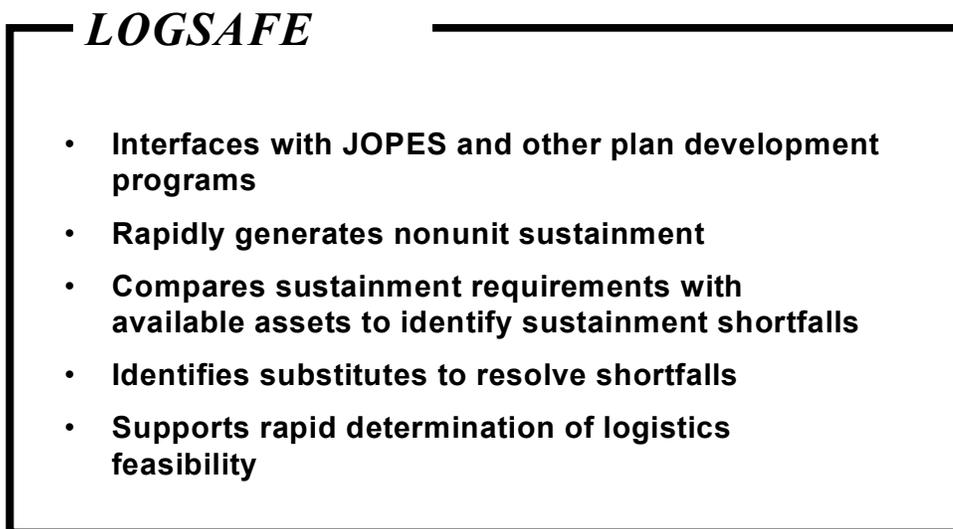


Figure 4-48

(2) **Foundation.** Planning parameters for the calculations are chosen from two sources: the UCFF uses resupply consumption factors for unit type codes (UTCs) and the PFF includes a wide variety of planning factors that are used throughout the LOGSAFE process. Daily consumption rates for 43 subclasses of supply are computed by either pounds or gallons per UTC, or pounds or gallons per person per day. Fuel, ammunition, repair parts, and major end items are equipment-related supplies and are computed as a function of numbers of force records, for example, number of UTCs that describe 155mm artillery batteries. Other items of supply, such as food, clothing, and medical supplies, are better suited for planning factors listed in units of pounds per person per day. The Logistics Factors File (LFF), a JOPES standard reference file, is the foundation for the UCFF and PFF. The LFF uses Service-developed consumption rates for UTCs, and origins for resupply. The LFF initializes the PFF, which the user can then update and modify with factors to describe more accurately the situation in the theater.

(3) **Flexibility.** The planner has great flexibility in using planning factors in LOGSAFE. The planner can modify the following parameters:

- size of the EAD-LAD window (USTRANSCOM prefers a minimum of 5 days for air moves and 10 days for sea moves)
- beginning day of strategic resupply by sea
- period of time for resupply by air of specified supply subclasses
- up to 10 origins for each supply class

- buildup increments by supply class
- rate of consumption by supply subclass modified by theater multiplier
- average travel time from POD to DEST in each of up to 26 objective area countries
- safety level of supplies in number of days to be maintained in-country
- conversion of up to 35 subclasses of supply from weight to volume
- identification of up to 15 fuel types for each fuel resupply category
- percentage of attrition of supplies to combat loss for 4 time periods and 20 subclasses of supply
- specification of 5 combat intensity levels over 4 time periods

(4) **Information required.** To execute LOGSAFE, users need a minimum of information: the period of planning for the OPLAN, the increments in which resupply will be delivered, the supply class/subclass consumption factors for each UTC in the plan, the weight-to-volume multipliers for converting short tons to measurement tons, specification of the objective area for determining theater-specific multipliers, and the combat intensity rate for periods of planning.

(5) **Files.** LOGSAFE uses information from various standard reference files available to all users: TUCHA, GEOFILE, and LFF. It uses and adds to the unique, OPLAN-dependent files prepared in the force development step: TPFDD and SRFs. LOGSAFE creates unique files for use in its calculations: temporary working data files, POSF, UCFE, and PFF.

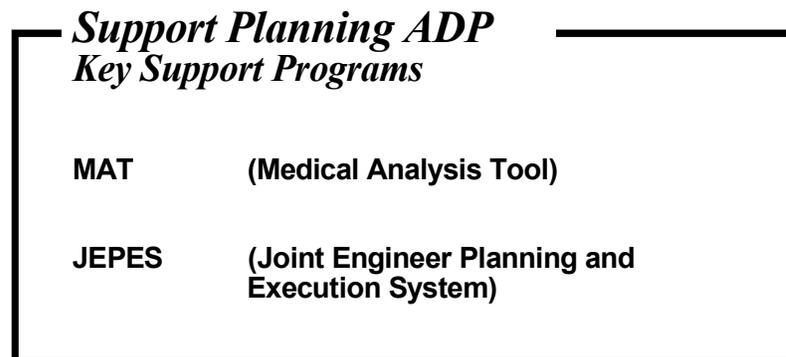


Figure 4-49

b. In addition to calculating supplies, the CINC must analyze civil engineering support requirements of planned contingency operations. The resulting analysis is not precise, but is a tool the planner uses to analyze actual facility asset data, anticipate new facility requirements, project war damage, recognize actual and projected civil engineering forces, determine required civil engineering materials, and acknowledge available support from the host nation. The formal document, called a Civil Engineering Support Plan (CESP), includes analysis of facility support requirements and any other sustainment

engineering requirements associated with execution of the OPLAN. The GCCS software package that generates facility requirements data which is analyzed to determine the adequacy of engineering support for an OPLAN is the Joint Engineer Planning and Execution System (JEPES). A JEPES user can produce reports and graphics to reflect generated engineering requirements, existing assets, and engineering resources. JEPES extracts pertinent TPFDD records, computes facility requirements, and determines if adequate facilities exist to support deployed forces. The reports can be used to identify facility deficiencies and shortfalls in engineering capability, information that is used by components for detailed planning. Normally, responsible component commanders are given the task of coordinating the CESP for their specific construction management areas. These area CESPs are then consolidated by the CINC into a single theater-wide CESP for the operation plan.

(1) **Purpose.** The modules used in the ADP support package offer the capability to maintain unit and facility information in the existing files. They also are used to analyze troop and facility requirements data from the TPFDD; determine facility requirements based on forces employed, unit mission, and war damage; schedule existing engineering manpower; and prepare the necessary reports and tabs to identify facility and construction requirements and develop scheduling information.

(2) **Foundation.** JEPES uses the TUCHA to develop the master list of essential mission facilities for each separate UTC in the force list. The TPFDD file is used to build the TROOP file for determining units that have initial facility requirements; and numerous planning factor files are developed and maintained by the Services to define the support required.

(3) **Flexibility.** The planner uses JEPES to determine expected facility requirements that must be met with new construction and war damage repair. The planner can alter the following parameters: number of personnel, aircraft, and vehicles supported; amount of host-nation assets that can be used by friendly forces; anticipated amount of war damage to existing facilities; priority of construction effort; conversion of engineering troop strength to engineering capability; decreased engineering unit efficiency during early operations; attrition of personnel, equipment, and construction products as a result of enemy action; required completion date for new construction; and circuitous routing of supplies from POS to DEST.

(4) **Files.** JEPES uses both Service-maintained files for basic planning guidance and the OPLAN-dependent TPFDD files to determine specific facility requirements. The Services define and set priorities for the facilities required for each UTC, the capabilities of engineering units, planning factors to convert personnel loading at a base to specific facility requirements, and the acceptability of existing facilities to meet contingency operations. JEPES application functions include the following:

- LOGSAFE system data preparation support
- JEPES database file import/export utilities
- Database maintenance
- Requirements generation and analysis
- Reports and queries

c. **Medical Analysis Tool (MAT)** is a baseline GCCS application that supports both deliberate and crisis planning. The process considers the population at risk, length of stay in hospital facilities, and Service-developed frequency data for injury and death. The result is a planning tool to determine patient load, requirements for patient evacuations, and both Service and component medical planning requirements.

(1) **Purpose.** The system uses an interactive mode to create working files and modify planning factors, and to perform calculations and print reports. The reports include theater-wide analysis and component planning details, such as number of several categories of physicians, operating room requirements, and whole blood and intravenous fluid requirements, and planning factors for use in the nonunit resupply calculation procedures. The products of MAT are used in the medical annex to the OPLAN, input to the personnel and sustainment models, identification of possible medical planning deficiencies in the OPLAN, and analysis of the impact of COAs on medical requirements.

(2) **Foundation.** Planners develop the population at risk (PAR) from the TPFDD file. Through automated interface with the TPFDD, MAT assists the medical planner in quantifying the impact of a proposed OPLAN COA on the medical system using data from the existing TPFDD, the Medical Reference database, PAR files, and the Medical Planning File. It gives medical planners a tool to perform gross medical feasibility and supportability assessments using scenarios that focus on particular OPLANs, series of OPLANs, or specific geographic areas that consider varying enemy threats, tempos of operations, climates, and frequency of patient distribution. The medical database estimates numbers of personnel who are wounded in action, killed in action, administratively lost, and dead of wounds, and evacuation rates and length of stay conforming to evacuation policies.

(3) **Flexibility.** MAT resource forecasts include the following:

- Health service support requirements across the battlefield
- Planning parameters for developing medical force structure
- Projections of medical evacuation airlift requirements
- Planning parameters for processing patients at varying levels of conflict
- Planning parameters for consumption rates
- Flow patterns for medical supplies

The result is a calculation of medical requirements that reflects a forecast of the theater medical resource requirements based on the warfighting scenario and supports time-phased medical sustainability analysis by generating estimates of time-phased casualties by type, medical evacuees, and returns to duty.

(4) **Files.** A temporary medical working file (MWF) is created from reference files and planner-modified planning factors. The resulting detailed planning reports are for use by theater and Service planners:

- medical planning factors
- personnel loading
- requirements for physicians, hospital beds, operating rooms, blood and fluid supplies (JOPES supply subclass VIII-B), and all other medical supplies (JOPES supply subclass VIII-A)
- graphic comparisons of capabilities and requirements for beds and evacuation

d. The Movements Requirements Generator (MRG) was the original model used to compute requirements of supply and replacement personnel. However, the MRG did not consider the availability of supplies from Service and Defense Logistics Agency inventories. Moreover, the MRG aggregated supplies into only one of ten classes by POE-POS channel. The Logistics Capability Estimator (LCE) was developed to more accurately calculate resupply. However, the LCE never achieved the required level of performance. LOGSAFE was developed to replace the MRG and the LCE. Part of the GCCS' initial operational capability, it can rapidly generate nonunit sustainment records; identify, quantify, and integrate time-phased CINC-critical items; compare requirements with available assets; identify shortfalls and chart sustainability; identify substitute items to overcome sustainment shortfalls and relate these items to the employment of forces; and support determination of the overall logistics feasibility of COAs.

e. **Summary.** The GCCS applications for support planning are essential to determining feasibility of the CINC's concept of operations. It is now possible to calculate more accurately medical requirements for physicians, supplies, and facilities with MAT; civil engineering support requirements for construction of facilities and war damage repair using the JEPES; and, with LOGSAFE, supply requirements. Not all calculations of sustainment are automatically added to the OPLAN TPFDD; planners must run some of these programs separately, and add their calculations manually. Further, work remains to be done in automating the calculation of requirements in support of civil affairs and enemy POW programs. Nevertheless, the rapid development of resupply calculations has greatly improved the planner's ability to develop a feasible plan and to appraise the supportability of tentative COAs.

**The fighting dog is wagged by
the LOGISTICS tail.**

General H. Norman Schwarzkopf

Figure 4-50

431. JOPES ADP FOR TRANSPORTATION PLANNING

a. **Introduction.** The purpose of the three steps of transportation planning is to determine the gross strategic transportation feasibility of the CINC's OPLAN. The CINC compares each subordinate commander's transportation requirements and the total apportioned strategic transportation capabilities. A GCCS application program called the **Joint Feasibility Analysis System for Transportation (JFAST)** simulates strategic movement. Planners at the supported command run a computer simulation of air, land, and sea movements of the forces and their support requirements from ORIGIN to POE to POD. JFAST uses the transportation assets identified in the JSCP for the OPLAN to "move" the forces and supplies. JFAST incorporates all the factors that influence the movement of force and nonunit requirements and calculates computer-simulated feasible dates to arrive and be unloaded at the POD. The feasibility of the OPLAN is determined when the modeled dates are compared with the CINC's latest arrival dates (LADs). The simulated deployment movement of a requirement that results in an arrival on or before the LAD is considered by the CINC to be grossly transportation feasible. Numerous conditions, including lift capacity and port capability, are attached to this transportation simulation, since neither all transportation assets, OPLAN force records, nor resupplies may have been sourced. Therefore, even when simulated results indicate arrival earlier than LAD, it cannot be stated with absolute certainty that the OPLAN will close. All that can be said is that the plan is grossly feasible when considering strategic transportation.

b. **Purpose.** JFAST uses planner-specified parameters to determine whether the movement of personnel, equipment and supplies can be accomplished within the time-frame established by the CINC.

c. **Foundation.** Information about the movement of forces and supplies has been created in the OPLAN-dependent computer files: the TPFDD, files created by the GCCS/JOPES ADP application programs, such as JET, and the miscellany of support programs and modules such as LOGSAFE, MAT and JEPES. The resulting file lists force and nonunit records by individual identifiers (i.e., ULN, CIN, and PIN) that include the amounts to be moved, the timing, and the channel of flow for the planned movement.

(1) The planner must evaluate the TPFDD to analyze information such as Origin-POE and POE-POD channel data, port throughput capability, airlift and sealift capacity, numbers of personnel, tons of materiel, and barrels of POL.

(2) The planner may create new files or modify standard files, including transportation assets, characteristics of transportation, and ports and airfields identified from the TPFDD to meet the constraints of the particular operational concept. Transportation assets are selected that match the apportioned forces from the JSCP or task-assigning document, the asset characteristics are defined, and the attrition rates are introduced.

(3) JFAST models the transportation flow based on the identified parameters; the results are displayed in graphic or tabular reports. Strategic movement simulations are calculated using the ALD at the port of embarkation, travel time, and EAD at the port of debarkation. There are three simulations, LAND, SEA, and AIR.

(4) JFAST produces reports that identify the computed estimated feasible available to load (FALD) date at POE (if the LAND model is run), the departure date from the POE, and arrival and unloading dates at the POD. Standard reports display information needed by the planner to analyze the movements.

(5) JFAST draws from the OPLAN TPFDD, summary reference file, and standard reference files, such as ASSETS, GEOFILE, CHSTR, PORTS, APORTS, TUCHA, and a ship availability file.

(6) Reports produced by JFAST include the following:

- POE/POD facility daily workload
- strategic lift requirements
- intratheater daily lift requirement, i.e., POD-DEST channel
- daily aircraft and ship use
- summaries of force and nonunit records delivered
- summary of planning factors

(7) JFAST is especially useful to planners not just because of its speed of analysis, but because it can graphically displays the results of that analysis. This greatly enhances the planner's ability to assess the feasibility of the plan and identify transportation shortfalls. The user can modify lift allocation and port throughput capability within JFAST to aid in shortfall resolution. In the current models of JFAST, if resolution of a shortfall requires altering the phasing of resources, the TPFDD may be adjusted using the TPFDD Editor within JFAST. After all adjustments have been completed, JFAST can then export the plan's B8 file back into the GCCS system for use by other JOPES/GCCS systems and planners. This is a tremendous advantage over earlier models of JFAST where data had to be modified outside of JFAST and then brought back into JFAST for further transportation analysis.

(8) Another especially useful feature of the TPFDD Editor is its ability to rapidly phase representative real-world forces (with CS, CSS, and sustainment) for initial COA transportation analysis. The combat forces in the GCCS/JFAST classified (as opposed to training) database are real-world forces. The model generates appropriate CS and CSS, according to Service doctrine, for the combat forces selected by the planner, and also generates sustainment. The Sustainment Generator uses planning factors generally consistent with Service doctrine and allows the planner to modify some or all of the sustainment planning factors. Although currently not as accurate as a formal TPFDD development using JET, the editor allows the planner to rapidly create, in effect, a list of movement requirements and analyze it for transportation feasibility in JFAST. This feature is particularly valuable for exploring COA feasibility early in the deliberate planning process (before full TPFDDs are developed) and in Crisis Action Planning when the time for planning is constrained. The editor now also permits a planner to make changes to an actual TPFDD under analysis and export the resulting changes back into other JOPES applications via the B8 file.

432. JOPES ADP SUPPORT SUMMARY. JOPES ADP, which resides on the Global Command and Control System, is used in the deliberate planning process by the JPEC to develop, analyze, refine, review, and maintain joint operation plans and to prepare supporting plans. JOPES ADP is used primarily in the plan development phase by the components to build the force list, calculate the flow of nonunit cargo and personnel, and complete specialized planning such as civil engineering and medical support. Through this process the TPFDD grows. When the components complete this work, the CINC's staff merges the TPFDDs and tests gross transportation feasibility. ADP is used to refine the database before and during refinement conferences. In the plan review phase JOPES ADP supports the review process, and, in the supporting plans phase, supporting commands may use JOPES ADP to analyze the supported command's TPFDD. Finally, during maintenance of the TPFDD, JOPES ADP is used to make necessary updates.

433. TPFDD MAINTENANCE. TPFDD maintenance is a process designed to keep a contingency plan as up to date as possible. When a plan is published at the conclusion of the deliberate planning process, it is considered to be adequate and feasible in light of apportioned resources. However, it is based on intelligence information as it existed during the plan's development, and real-world conditions may have changed overnight and invalidated many of the plan's key assumptions or conditions. When the concept requires major revision, the entire deliberate planning process may have to be repeated. Plans are reviewed periodically to make such determinations. However, even when the basic concept remains valid, the data contained in TPFDD files become outdated for many reasons. The objective of TPFDD maintenance is to systematically and effectively incorporate changes to TPFDD files to maintain as up to date as possible the database of phased forces, materiel, and sustainment that makes up the CINC's concept. TPFDD maintenance focuses largely on the changes to deployment data that have occurred since

refinement. Its aim is to reduce the amount of change required to adapt the TPFDD for response to an emergent contingency. Although the supported commander is ultimately responsible for TPFDD maintenance, USTRANSCOM plays a key role in keeping the TPFDD current.

a. Periodic TPFDD maintenance is scheduled by the Director, J-7, and normally hosted by the plan's owning CINC (supported by USTRANSCOM). The periodic maintenance is normally a relatively routine administrative job. JOPES ADP is used for TPFDD maintenance, and supported CINCs ensure that changes are loaded at scheduled intervals designated by the Joint Staff. Changes in sourcing, unit equipment, location, or state of unit readiness affect the plan, since they may change the amount of materiel to be deployed or the POE where it will be loaded. As the force structure changes, alternate units may have to be designated and substituted to satisfy the force record requirement of the TPFDD. The sources of information used to keep the deployment database current are as varied as the information itself. All members of the JPEC are responsible for keeping the JOPES database current, and regular reporting procedures have been established in Joint Pub 1-03 series, Joint Reporting Structure.

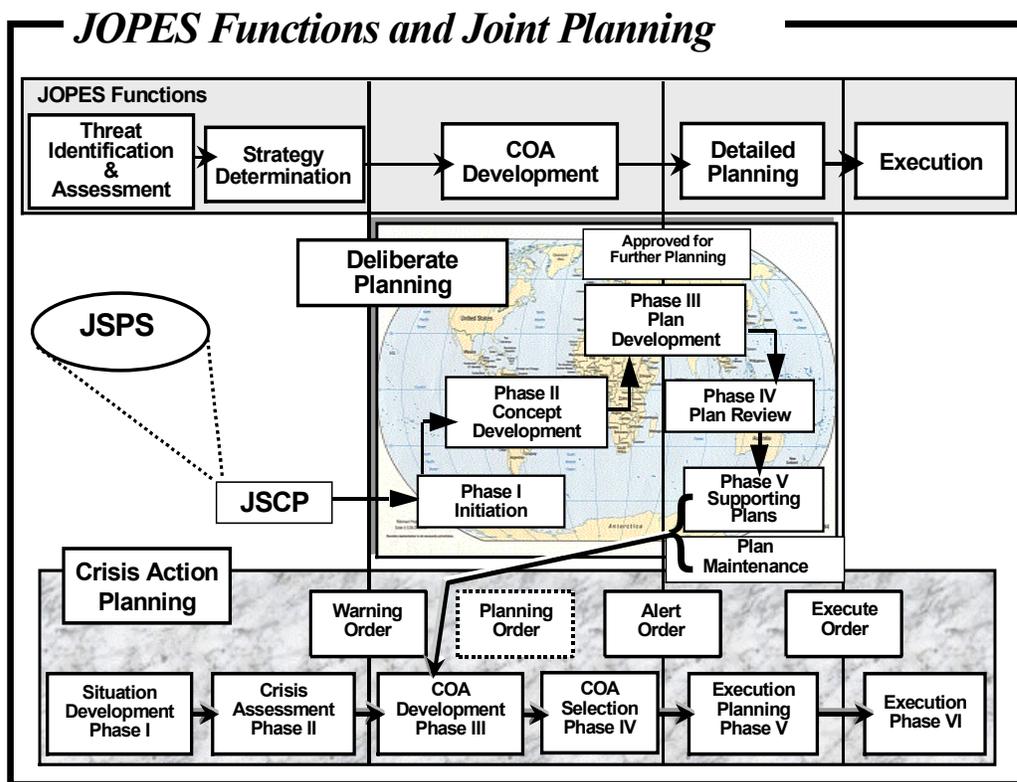


Figure 4-51

b. It is highly unlikely that a plan would be implemented in its entirety without changes. Any changes made in early stages of the operation are likely to affect subsequent events envisioned in the plan's concept of operations. Therefore, it makes sense to concentrate the planners' efforts on keeping the initial stages of a plan current. Normally, the JPEC intensively manages the first 7 days of air and 30 days of sea movement requirements to ensure continued database accuracy when converted to an OPORD. The supported commander can specify different time periods for intensive management. For example, in a very large and complex OPLAN, the commander may decide to have only the first five days of air movements intensively managed. When a plan is being implemented, later portions of the plan will be incrementally updated as earlier portions are being executed, to adjust to the actual results of the execution of earlier portions.

c. Being ultimately responsible for TPFDD maintenance, the supported commander is the final authority for approving changes to any of the command's OPLAN and/or CONPLAN TPFDD.

